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In This Issue,

An historical account of the development of Edmonton's Civic Centre is presented.

The present process of urban policies formulation across Canada is outlined.

Views and comments on urban problems in four major areas generated as a result of Association programs and activities are reported.

Trends in citizen participation activities are illustrated from recent events and statements.

Dans ces pages,

Une monographie sur l'aménagement du centre-ville d'Edmonton.

Un aperçu du processus actuel de formulation des politiques urbaines au Canada.

Vues et commentaires sur les problèmes urbains dans quatre grandes régions, exprimés au cours de récentes activités de l'Association.

Diverses tendances de participation des citoyens telles que le révèlent certains événements récents.

Editor,

André Lapointe
National Director

Editeur,

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PRESIDENT'S MESSAGE

DU PRESIDENT

L'Association Canadienne d'Urbanisme est une organisation très complexe et diverse quant à sa composition, ses objectifs et le champ de ses programmes et activités.

On trouve dans ce numéro de la **Revue** des extraits de déclarations et discours prononcés au cours de réunions et conférences qui ont récemment été tenues dans quatre provinces différentes dans le cadre de programmes divisionnaires. Il est difficile pour les membres de l'Association, et d'autant plus pour les non-membres, de percevoir complètement toute l'étendue des activités qui prennent place au cours d'une période donnée, grâce aux contributions volontaires suscitées par l'Association, et soutenues par l'appui des corps publics à tous les niveaux et autres agences. Les quatre conférences divisionnaires d'où originent les textes reproduits ici ne sont d'ailleurs représentatives que d'une grande catégorie de nos activités. Pourtant on peut constater qu'à l'intérieur même de cette catégorie de conférences divisionnaires annuelles les problèmes discutés et la nature de la participation fournie varient beaucoup d'une région à une autre.

Ceci est dû à la nature même de notre Association qui en est une de type fédératif et dont la représentativité au niveau local lui permet d'opérer efficacement dans plusieurs régions à la fois, en fonction de problèmes différents et selon des techniques différentes. Il est dès lors très complexe de présenter une évaluation globale de nos activités puisqu'elles ne se prêtent pas à des généralisations faciles et simplistes et que chercher à les résumer ne peut fournir qu'une image incomplète quantitativement et qualitativement.

Le problème complexe des relations avec les groupes nombreux de citoyens qui ont récemment été formés dans diverses régions du pays en vue de favoriser une participation accrue à la détermination du milieu de vie offre un exemple de cette complexité au niveau de nos opérations. On oublie aussi trop facilement la diversité de composition, d'objectifs voire d'idéologie de ces groupes de citoyens. A ses divers niveaux de direction et fonctionnement l'Association fournit un effort considérable en vue d'éclaircir les voies de communication avec ces nouvelles organisations locales qui s'intéressent à la planification de leur communauté.

Même si ce problème n'est pas facile, je suis confiant que la versatilité de notre structure et l'abilité de nos membres à s'identifier aux problèmes locaux, permettront à l'Association de fournir une contribution majeure au problème global des relations entre les corps publics et les citoyens et communautés, aux niveaux de juridiction locale, provinciale et nationale. Une réflexion et des efforts accrus seront apportés à ce problème au cours des prochains mois et la programmation maintenant en cours de nos activités pour 1971 en fonction de notre nouveau mode de fonctionnement nous indiquera le degré de succès que nous atteindrons à court terme dans cette direction.

The Community Planning Association of Canada is a voluntary organization of a very complex and diversified nature, both from the point of view of its membership, its objectives and the range of its activities and programs.

In this issue of the **Review** excerpts from major statements given during the course of recent meetings held at the Divisional level of the Association in four different provinces will be found. It is very difficult for members of the Association, let alone non members, to grasp the full range of activities going on at any given time across Canada and through the Association's voluntary efforts which are supported by contributions of all kinds from all levels of government and other agencies. The four major Divisional conferences from which excerpts of major statements are reproduced in this issue are only representative of a certain type of Association activities. Each year all Divisions hold at least one annual meeting or conference and it will be seen from the statements reproduced that the nature of the problems and the participation at such meetings vary greatly from one division to another.

This is of the essence of a federal-type Association such as ours which because of its representation at the local level is capable of dealing effectively with different issues in different geographical areas, and to do so in each case in the required manner to suit the circumstances. It is therefore a very complex problem to attempt to properly evaluate the impact of these activities and programs as they do not lend themselves to sweeping generalizations. Any attempt at summarizing them is bound to be unfair because it would be incomplete both quantitatively and qualitatively.

An example of the complexity of problems which the Association is measuring itself against is that of reaching and participating in the movement whereby citizens' groups across the country are taking a greater part in the shaping of their environment. It is not often realized that from one region to another the nature of these citizens' activities vary greatly. The interests that they represent, the objectives they pursue and even the ideologies which inspire them are far from stereotyped. At its various levels of operation and direction, the Association is now giving considerable thought to the extent and manner in which it must relate to newly-formed groups of citizens who are expressing such a positive interest in the planning of their environment.

This is not an easy problem. However, I am confident that thanks to the combination of the versatility of our structure with the ability of our members and staff to relate to local issues the Association will achieve the role of a major element in this citizen involvement process. If we are successful in this role and are accepted by both officials and citizens, then we can play our part in the complex process of global relationships between individuals and communities at the local, provincial and national level. More thought and considerable effort will be devoted to this question in the next few months and the programming of our activities for 1971 combined with the implementation of our newly adopted organization and operations system will reflect the degree of success we achieve in this endeavour.

Allan G. Moffatt

Allan G. Moffatt, P.Eng.
National President.

EDMONTON'S CIVIC CENTRE

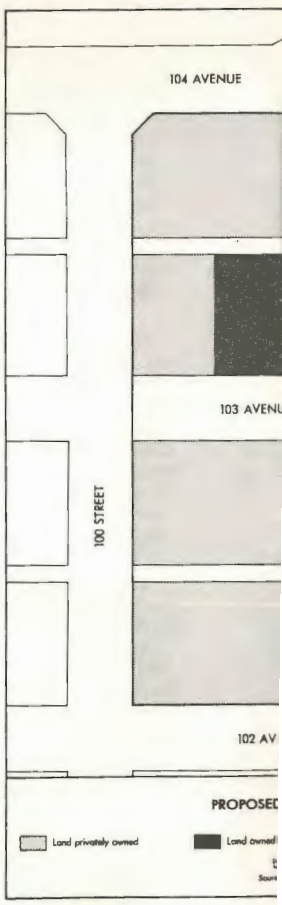
EDMUND H. DALE
ASSOCIATE PROFESSOR
UNIVERSITY
OF SASKATCHEWAN

The beginnings of Edmonton's Civic Centre appear, in retrospect, to have been based on financial acumen and foresight. The City Council, looking ahead to the City's growth and realizing its later need of a Civic Centre, reserved for this purpose in 1912, at the height of a land-boom speculation, a large parcel of land in the downtown area between 99th and 100th Streets and 103rd Avenue and the lane which separates this block from that fronting 104th Avenue (see Fig. 1 which, although dated 1937, illustrated the position in 1912). This was achieved by a specific recommendation controlling the sale and development of public property there, adjacent to the C.B.D. By so doing the Council avoided the necessarily high costs and clearance difficulties which would have arisen had it later tried to create a Civic Centre within an area in part privately owned and differentially developed.

A firm of landscape architects, Morrell and Nicholls of Minneapolis, United States, was employed to guide the laying out of the area which was to comprise a park or open space, girded by various buildings of a public or semi-public nature. In addition, the Parks Commissioners recommended that (a) the Council should speedily define its policy for the future planning of the city; (b) the report and maps of the proposed project should be referred back to the Parks Commission for detailed study and further report; and (c) the City Council should appropriate a sum of $8,500 for the lay-out of the park. These recommendations were approved by the Council on December 3, 1912. The City records reveal that though Morrell and Nicholls submitted a plan of development, it was never endorsed by Council.

In February 1913 the Civic Centre issue was again raised in Council which authorized the Commissioners, Assessors, and Parks Commission, "to report all data and all information obtainable (about the Civic Centre) and suggest alternative schemes", if they had any, with their recommendations. Of the three sites considered by the Commissioners, the best located was the one reserved by the Council in 1912 where the City owned certain properties and where large businesses were already established. A list of prices of the lots required, totalling $2.56 M, was submitted to Council. Although the Commissioners recommended that the City should not invest so much then in the project, the Council attempted, but failed, to raise the required $2.7 M. Because of this, the subsequent depression, and World War I, the Civic Centre issue remained dormant until 1925.

The attempt to establish Edmonton's Civic Centre was renewed in 1925 on the site reserved for it in 1912. The City attempted to assemble more land for the purpose, a task made somewhat easier after World War I than during the half decade before it, largely because land prices had fallen and, moreover, certain lots in the proposed Civic Centre area had been forfeited to the City for tax arrears. The privately-owned lots that had to be acquired were estimated to cost the City $165,200, but the Council formalized a policy at the beginning of 1926 to negotiate with the private landowners with a view to exchanging their lots within the Civic Centre for City lots elsewhere. However, the private landowners were disinclined to exchange their lands, preferring outright sale, in the expectation of a considerable increase in their value. Failure to exchange the land for municipal land elsewhere implied municipal purchase of it, but this was not possible. The only course was for the City to continue negotiations with the landowners for the exchange of the lands. This was helped considerably by the depression of the early thirties which forced a few of the landowners to forfeit their lands to the City for taxes, others to sell to the City, and still others sell to the City, and still others to exchange for City lots elsewhere. In 1926, also, the City ensured the reservation of the lands for the Civic Centre by forbidding the sale or exchange



Une revue du processus décisionnel qui a conduit à la création du centre-ville d'Edmonton. Le Professeur E. H. Dale a reçu l'appui du Conseil canadien de Recherches Urbaines et Régionales pour conduire les études dont cet article donne un aperçu.

of the lands acquired "until such time as the City completed the establishment of the Civic Centre".

The Council's decision to reserve and to acquire land for the Civic Centre and to prohibit permanent structures on it explain why it lay fallow for years. In the meanwhile the City's policy of acquiring privately-owned properties in the area as opportunity offered, met with steady success, and by the end of World War II most of the land required had come into the ownership of the City.

In 1947 the Federal Government offered to erect a federal building of "considerable importance", requesting the City to offer a site of "first-rate prominence". The Edmonton Town Planning Commission and the City Commissioners agreed that such a building should form an important element of the Civic Centre, and that the City should evolve a scheme of building and open spaces so that in time the whole might be developed into a group suitably arranged and imparting a fine civic effect. They agreed further that an auditorium and arts centre should be located there.

The Burgess, Dewar and Detwiler Plans

Two plans in 1947 and a third in 1950 for the development of the Centre were submitted to Council but none was endorsed by it. The first two, the Burgess and Dewar Plans, included a central open area surrounded by public buildings: a new City Hall, an auditorium and arts centre, and a market. These two plans were not applied because the ratepayers refused to pass money by-laws which would have permitted the development.

The Detwiler Plan of 1950 met the same fate as the 1947 plans. The Detwiler Plan was a grandiose scheme to finance, design, build and operate a unique modern complex which, as the plan proposed, was to "combine beauty, art and music with other essentials for living, shopping and business". The chief elements were an auditorium, a public museum and art gallery, covered and protected sidewalks, an underground walk and arcade to the C.N.R. Station, a professional building, office and commercial buildings, appropriate landscaping, illumination of the whole project at night, and various other offices and shops, as well as restaurants and studios.

This plan appeared to be a happy marriage of the public and private needs, and promised to increase and stabilize downtown property values. But although the Council approved it in principle and instructed the Mayor and Commissioners to apply to the Legislature for an amendment of the City Charter to empower its development (which amendment was approved), the ratepayers voted against the scheme through fear of increased taxation. Like the others before it, the plan was shelved. But the idea of a Civic Centre was not altogether abandoned, for by 1953, when it became necessary to bring together all the City Departments (then housed in four separate buildings) under one roof, the Mayor, William Hawrelak, advised Council that there was no better way to start the development of the Centre than by the construction of its own City Hall. This recommendation was readily endorsed by the Council. Three years later the City Hall was built, chiefly from funds obtained from the Fortin Refunding Plan, a method employed by the City Council to reduce interest on City Bonds.

A Proposed Development Scheme

The next attempt to develop the Centre came in 1961 when the Council agreed to a suggestion by the Planning Advisory Commission that a comprehensive plan of the area should be prepared to ensure orderly and desirable development, and to provide prospective developers with a firm basis for future plans. The general agreement was that a good plan was essential to maintain downtown property values and to obtain additional capital investment, and might even be the governing factor in obtaining certain developments. The Council therefore allocated $30,000 to the appointment of consultants who would make a study of the area.

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The basic problems faced were: first, how to ensure that developments in the area would conform to the plan, and second, how to assemble the necessary building sites. The solution to these problems was found in Sections 73 and 79 of the Town and Rural Planning Act of the Revised Statutes of Alberta, 1955, which gave the Council the necessary powers. Similarly Section 74 demanded that the development scheme should set out the manner in which the scheme was intended to implement a proposal or part of a proposal of the General Plan, the land affected by the scheme, and the details of the development to be carried out. The Planning Advisory Commission suggested that the Council should employ a "development scheme" to ensure functional conformity to the plan of development. The adoption of the development scheme would also give the Council unusual powers to assemble and dispose of land, to control land use and architectural styles, and to maintain consistency.

The Commission advocated that the chief elements of the plan should be an ornamental park between 99th and 100th Streets, south of City Hall; a major convention hotel set in attractive grounds and with shopping facilities, underground parking, restaurant and lounge facilities; a transportation centre to foster a rapid transit system; a coliseum to augment convention facilities of the hotels and to make of Edmonton the most important convention city in Western Canada; a legal building to the east of City Hall; a market square; a court house; a new post office; a new library; a recreational building; an art gallery; new office buildings; a tourist bureau; and facilities for parking. None of these elements was new. The ornamental park, for instance, was a resurrected idea, first born in 1913, suffocated at birth, and reborn in the Burgess, Dewar and Detwiler plans. The Commission incorporated these ideas into a plan submitted to Council, the major components of which were to be built by private capital or by semi-public agencies.

The Webb and Knapp Agreement and Plan

The study just mentioned was to prove most helpful to the Council, especially a few months after it was presented, when in 1961 it approved in principle an agreement with Webb and Knapp (Canada) Ltd., a subsidiary of the William Zeckendorf Company of New York, to incorporate a proposal submitted by the Company to spend $100,000 in preparing a plan for the development of the Civic Centre area. The City allowed the Company 120 days to prepare the plan, during which period the City "froze" development in the area.

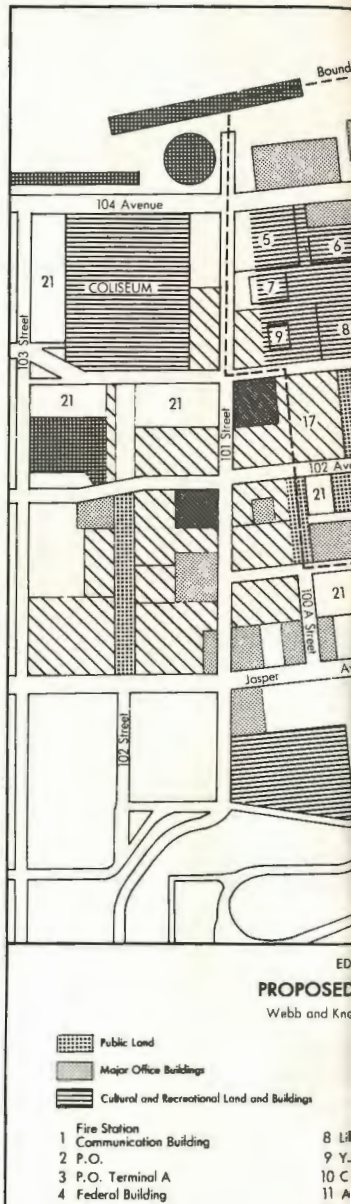
The agreement stated that:

(a) the plan was to include objective proposals for a balanced development of the Civic Centre, blending municipal, community and commercial elements;

(b) all plan material and sketch designs for each building structure must appear upon a scale model to be produced by the Company and to be presented as part of the plan, all of which would automatically become the property of the City, should the plan not be adopted;

(c) Webb and Knapp was to submit, at the time the plan was presented, an undertaking to construct a certain number of the commercial buildings, envisaged by the plan, according to a definite time schedule which would be settled by agreement with the City;

(d) the City, in turn, would make available the necessary sites to Webb and Knapp at reasonable prices, initiate (if the plan was adopted) a "development scheme" as its right under Sections 73 to 79 of the Town and Rural Planning Act, which, if approved by the Provincial Government, would give the City the necessary powers to assemble and dispose of all land required by the plan.



In March, 1962, Webb and Knapp Ltd. submitted its plan which showed an enlargement of the area previously reserved for the Civic Centre. The proposals sought to enhance City Hall with a fine civic park, lending beauty and dignity to the Centre of Edmonton; to house governmental and cultural agencies on sites best suited to their growing needs; to strengthen the existing downtown retail activity and encourage expansion; to realize the full potential for com-

mercial development within a framework of ordered growth; and to create a dynamic urban centre, giving form to the city and facilities to its citizens. The plan also included valuable data on land use, proposals regarding traffic, circulation and parking, zoning and land assembly, as well as a detailed economic study of potential demand for office accommodation in Edmonton, relative to the planned Civic Centre area development.

The dominant features of the plan are shown in Figure 2. The civic park and square, with cenotaph and playing fountains, was the *piece de resistance,* around which were new public buildings. As shown previously, this element was the common feature of all the previous plans submitted to the Council.

The plan also proposed expansions to department stores and to the bus depot; provision for over 5,000 parking spaces in new garages within, or immediately adjacent to, the retail district itself; and the creation of tree-lined pedestrian shopping promenades at several points within the district. Traffic was to use a distributor ring road, thus avoiding the heart of the district, and access to the business district was to be by public transport. In every way this plan of Webb and Knapp was comprehensive, and its adoption would, it seemed, prove profitable for Edmonton. A month after it was submitted, the Council requested its evaluation by the Commissioners who also reviewed the terms of the Agreement and advised that the City should not officially adopt the Webb and Knapp Plan but rather the Civic Development Plan, a revised plan which the City had developed "in the closest relationship" with the designers of the original plan.

What followed in Council after the presentation of the report was to be of tremendous significance. First, the Council's decision was to settle the Civic Centre issue irrevocably and change the land-use pattern of the whole area. Second, it raised an ethical issue and the promise of a legal battle between Webb and Knapp and the City. By the terms of the agreement of October 20, 1961, between the City and Webb and Knapp, it seemed quite legal for the City to adopt the Civic Centre Development Plan, for the agreement with Webb and Knapp had terminated. Again the motion passed by Council on December 17, 1962, stated that the Council approved in principle the Webb and Knapp proposal, and requested the Commissioners to prepare a detailed agreement. Therefore this motion did not in any way commit the City to anything specific. Moreover, the City Solicitor declared that it was the law that an approval in principle was, by its nature, conditional and equivocal.

Yet, while the City's adoption of the Civic Centre Development Plan appeared legal, it seemed nonetheless unethical on two counts: the latter plan was basically Webb and Knapp's, hence the attempts by two Aldermen to amend the motion of approval in principle of the Civic Centre Development Plan; and the preparation of the original plan had cost Webb and Knapp about $153,000, and some compensation might have been given by the City. Equally disconcerting was Webb and Knapp's apparent delusion that the Company would be allowed the physical development of the Centre.

The Civic Centre Development Plan

The objectives and components of the Civic Centre Development Plan (Fig. 3), are almost the same as those of the original plan. The central ornamental park (the Sir Winston Churchill Park and Square) still dominates the Centre, though reduced in length. Also, instead of an unbroken oblong there are two parks divided by 103rd Avenue. The square is terminated on the south by the new library, under which is the City parkade. The revised plan also shows the relocation of certain Webb and Knapp units, including the coliseum, the art gallery and municipal offices, and introduces a centennial building, communications building, a tourist centre and, south of the Civic Centre, the Hotel Chateau Lacombe, partly built on public parkland by assent of the ratepayers. Further deviation from the Webb and Knapp Plan is the changed alignment of the proposed new 103rd Avenue right-of-way, east of 101st Street.

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To initiate the development of the plan the Council passed by-law No. 2325 (December 10, 1962) to raise $1 M, authorized the replot of the Civic Centre in view of the drastic changes contemplated, and recommended to the Government of Alberta an amendment of the City Act so that only a simple majority vote would be required to permit the development of the Civic Centre or the re-development of the downtown area. This last was an attempt by Council to forestall the defeat which such a by-law could suffer when it was put to a referendum.

Thus far the plans for the development of the Centre were analyzed, probed, dissected, and although much had happened since 1912, no action, public or private, had succeeded in changing the morphology of the area, except for the construction of the City Hall. Commercial interests had indicated their willingness to construct several of the more important private buildings, but most of these were conditional on the City's undertaking some of the public portions of the plan. The exception was the Canadian National Railway Company which announced on August 9, 1963, its intention to develop its Edmonton station property in accordance with the Civic Centre Plan. The Company indicated that it would build a twenty-five-storey office tower above a three-level parking garage, the whole occupying the air space above a new passenger terminal.

The C.N.R. Office Tower

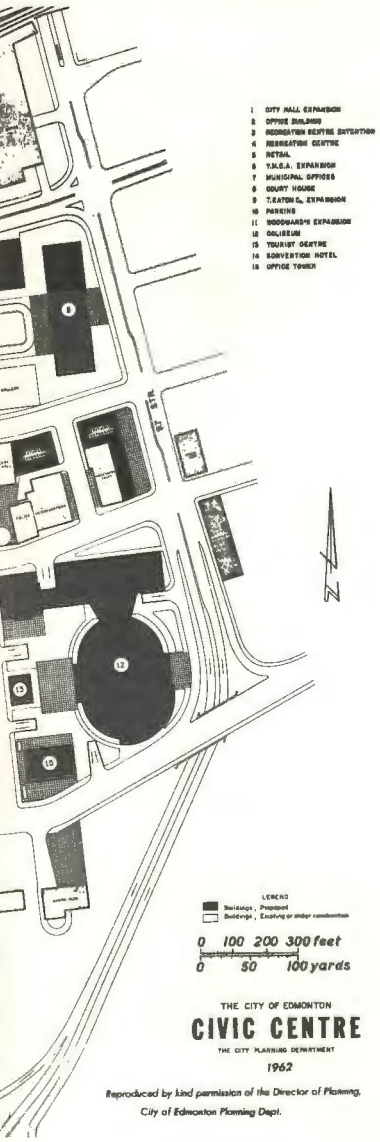
The Company solicited and received the full cooperation of the City for this novel project. As access to the building was of major importance, the Council guaranteed that the portion of the old 104th Avenue required to serve the building complex would not be closed during the life time of the building. In turn the C.N.R. agreed to pay for the reconstruction of that part of the Avenue necessary to service the building, including the provision for taxi service. It also guaranteed that the public access to the building over the area would remain unimpaired.

The Council gave further encouragement to the project by authorizing the City Commissioners to confirm an understanding, given in a Letter of Intent by Mayor Roper (dated August 21, 1963), that it would lease three floors of the Tower. The contents of this letter were never submitted to or approved by Council, and the City was not legally bound to honour it. But the City's failure to lease the office space would have forced the C.N.R. to reconsider the whole project, or possibly scale it down to thirteen storeys and to re-negotiate its financing.

On the other hand, the City required the space. An accurate survey in 1964 showed that by June 1966 an additional 29,300 square feet of office space would be required, a further 13,600 square feet by 1969, and still a further 13,700 square feet by 1972. Since it was generally understood by the Commissioners and the Council that until the new wing of the City Hall was built (in about 1973) the required office space should be rented, the decision to lease the space made for an altogether convenient arrangement. Moreover, the stimulus which the construction of the Tower gave to the development of the Civic Centre permits the conclusion that the City's decision to rent the three floors, and thereby hasten the construction of the Tower, was indeed a capital one.

The City went further to make the development of the Civic Centre a reality. To reassure the business community and the citizens of Edmonton of the City's determination, the Commissioners recommended that a programme of public development should be undertaken quickly, and that the City should officially identify the new library and civic square underground parking garage as its centennial project, a recommendation approved by the Council on January 27, 1964.

The Council agreed, further, that the estimated cost of the library, $3 M, and that of the underground garage, $2.8 M, were to be financed as part of the Centennial project. As such, contributions from the Federal and Provincial Governments would amount to $2 per capita of resident population, provided that



the entire project was completed by July 1, 1967. This decision of the Council necessitated a new site for the Market which the Council agreed to relocate east of 97th Street between 101A Avenue and 102nd Avenue. By March 1965 the Market was completed at a cost of $360,000.

Other Developments — Actual and Proposed

In the development or proposed development of other elements of the Civic Centre by the Federal and Provincial Governments, and especially by private developers, the City Council of Edmonton was most conciliatory to their requests and in some cases offered sites to them or helped them to secure sites.

The Federal Post Office

Much of this site was formerly vacant land owned by the Federal Government, but to allow added space for the post office, the City of Edmonton closed a portion of 98th Street, which portion was expropriated by the Federal Government. The closing of this part of 98th Street also allowed for a better grouping of the court house and the art gallery, Chancery Hall, the magistrates court, and the recently-built police headquarters; and the planned coliseum, convention centre and office tower (see Fig. 3).

The Avord Arms Building

This twenty-five-storey residential and parking complex occupies what had been vacant land owned by the City and Avord Holdings Ltd. A replotting scheme of the area gave Aavord Holdings the lots it required for the construction of the complex, and will enable the City to construct on its exchanged lots the planned expansion of its recreation building.

The Art Gallery

The old Edmonton Art Gallery was bought largely by City funds and in 1961 received a legacy of $650,000 conditionally on quick action on an improved Art Gallery. Thus in 1966 the City of Edmonton authorized a grant of $211,000 to the Edmonton Art Gallery for the purchase from the City of all but one of the lots in the new site in the Civic Centre. Next, the City used its powers to expropriate the remaining lot which was privately owned. By these means the Art Gallery was built.

The Centennial Building and Proposed Recreation Building

The site of the Centennial Building was sold by the City to Centennial Investments Ltd. The site of the proposed recreation building is entirely owned by the City, and its extension, as Figure 3 shows, will continue across 103rd Avenue to 104th Avenue. The City and the Centennial Investments Ltd. have agreed that the west wall of the Centennial Building and the east wall of the proposed recreation building should be at least forty-one feet apart. This allows for a twenty-five foot roadway between the buildings and a sixteen-foot sidewalk or plaza called for by the design of the proposed recreation building. The Council also contributed to the construction of the Centennial Building by leasing to Investments Ltd. a ten-foot strip of land for underground parking for the building.

The Coliseum

First mooted in the 1960 Planning Advisory Commission report on the Civic Centre, the idea of the coliseum reappeared in the Webb and Knapp Plan. It was subsequently studied by the Stanford Research Institute which proposed the site, as shown in Figure 3. The Stanford proposals for the coliseum failed to receive the approval of the majority of the ratepayers, and the City included the site in its Urban Renewal Scheme in the hope that the Provincial and Federal Governments would thereby contribute 80 per cent of the total cost. While both governments have approved an urban renewal study of the area, the coliseum, up to the end of 1969, was not approved by either ratepayers or governments.

The Sir Winston Churchill Square

In 1965 the City dedicated the proposed central park in the Civic Centre to honour Sir Winston Churchill. The development of the site has been before the Council for some time but so far there has been no decision as to the form it should take. In 1965 the City engaged Justice and Webb, landscape Architects Ltd. of Vancouver, to design the park but took no action on the plan submitted largely because of the heavy capital programme to which it was then committed and the disruption caused by the construction of several new buildings in the Civic Centre.

Subsequently, Maxwell Cummings and Sons of Montreal presented to Council a proposal to develop a shopping plaza under the square, complete with gallery and malls, the whole designed to serve the public and maintained by the City. The Council approved in principle the proposal but the Company failed to present a final plan within the agreed six-month deadline.

Proposed Court House and Courtyard

As mentioned earlier, the closing of 98th Street between 103rd and 104th Avenues made available more building land for the courtyard north of the Art Gallery (Fig. 3). The Provincial Government approved in principle the new court house site, and designated the four blocks to be given to the court house as a "public works development" under the Public Works Act. By so doing, the Government "froze" all development within the area except that of the Civic Centre Plan, and made it possible for the properties to be purchased at a fair evaluation. The Government further ratified an agreement with Woodward Stores (Edmonton) Ltd. to demolish the latter's warehouse on the site before the completion of the court house. In turn Woodwards is allowed to take over the vacated old Court House property. Thus the way was made clear for the initial construction of the court house, a six-storey building estimated to cost $10.4 M and due to be completed in 1972.

Completing the Development of the Civic Centre

From Figure 3 it is clear that much is yet to be done to bring to fulfilment the Civic Centre dream. The City has already realigned 99th Street from 102A Avenue to 101A Avenue parallel to 100th Street. North of 102A Avenue the realignment is impeded, presumably because of the necessity of few remaining privately-owned lots. The same is true in the continuation of the realignment south of 101A Avenue to Jasper Avenue. Here 99th Street will run almost directly through the Queen City Meat Market, the site of which is owned by the City and is leased for nine years. But other premises will have to be acquired, and although the City has the right to expropriate these sites, the price of the land by virtue of its location adjacent to the C.B.D. will be high. Other street improvements are also envisaged by the Civic Centre Development Plan: 101A Avenue is to be eliminated; 103rd Avenue is to be closed and the existing 102A Avenue to become 103rd Avenue; and 97th Street is to be widened on its western side since the eastern side is occupied by many retail businesses, the removal of which would present unnecessary problems. Moreover, apart from the market site, the City owns no land on this side of the street. Also 100th Street is to be widened on its western side and 100A Street closed, north from 102nd Avenue, to make possible the expansion of Woodwards department store, and to provide parking facilities for the Royal George Hotel.

Thus, street improvement, the replacement of old businesses with new buildings, the construction of new buildings on previously fallow ground (e.g. the Avord Arms Building and the Post Office), and the tendency to achieve an ordered development — these are the changes that characterize this Civic Centre area at the close of 1969. They are indeed significant changes which reveal a deliberate attempt to synthesize and link civic, commer-

cial and residential functions. These changes, however, are not without criticism.

The main criticism is that the City allowed vehicular traffic in the Civic Centre. At a time when many cities are attempting to solve the problem of their congested downtown areas, the Council has authorized the widening of streets in the Centre for the benefit of traffic. It has been proven repeatedly in North American cities that widening of downtown streets is no more than a prelude to heightened congestion by vehicular traffic. Moreover by allowing traffic along 102A Avenue (to be renamed 103rd Avenue) directly in front of City Hall, the park area of Churchill Square is cut off from the small area of green adjacent to City Hall. From an aesthetic point of view this appears to be unsatisfactory.

Yet, it is hoped that when all the plans for the development of the Centre are approved, and development completed, the Edmonton Civic Centre will reveal a formal yet pleasing atmosphere suited to the needs for rest, recreation, business and enjoyment of its citizens. Encompassing concrete columns, concrete or asphalt pavements, a rigidity and sameness of architecture — these suppress and harden the aesthetic qualities of city dwellers. A Civic Centre which incorporated playing fountains, flower beds, monuments, sculptures — a park-like atmosphere (all provided in the Civic Centre Plan) — should help to ameliorate the rigours of urban life.

CONCLUSION

The Civic Centre development represents the result of rather more than fifty years of public and private policies, discussions and negotiations. Though uncompleted, it is the most spectacular landmark in Edmonton's morphology, and it is remarkable that the most significant development came very quickly after 1960 when certain important elements were constructed by private enterprise, including the C.N.R.'s twenty-seven-storey tower, the Avord Arms residential-parking-commercial complex, Chancery Hall (a legal office block) and the Centennial Building. These are matched with public buildings, already completed — Library, Civic Underground Garage, Federal Post Office, and Art Gallery. Under construction and due to be completed in 1972 is the court house of the Alberta Supreme and District Courts. Other public developments planned for the Centre include the Sir Winston Churchill Square (park and underground shopping plaza), a coliseum and a recreation building. At the beginning of 1970 a number of projects, submitted by developers, were awaiting the Council's approval. If these projects are approved and developed, they will mean a further expenditure on the Centre of about $270 M. At any rate, by 1962 the total assessment of the Centre reached $34.9 M, by the end of 1966 $43.2 M, and by the end of 1969 $45.3 M. What, however, has been completed, and what was begun up to the end of 1969 should unquestionably influence other development in the area.

Thus the Centre seeks the fulfilment of a dream dreamed in 1912 which was never obliterated from the minds of Councils in the years that followed. When completed, the Centre might very well arrest the forces that tend to break up the centre of the city and strengthen the periphery. Yet, crowding the central district with taller and taller buildings, thousands of office workers, more automobiles and more parking garages is, in effect, inviting problems that are not readily solved even by an efficient civic planning department. This danger exists. It must be reckoned with, for in a very real sense it can defeat so much that hard work and taxes have won. It can be prevented if the development of the Civic Centre embodies the highest aspirations of the citizens and if it takes account of current trends.

URBAN POLICIES

HON. R. ANDRAS

The basic causes of your dilemma lie in the extremely high rates of increase of municipal expenditure. What are the reasons for this? In part, it reflects the nature of urban services, that are not prone to productivity gains (housing for example) and hence face rapid cost increases.

However, in part it reflects a desire for an increasingly better quality of urban services, and the price rises reflect the reality that these improvements do not come cheap – if they are desired, those who want them must be made aware of the costs entailed.

Finally, and perhaps most important, these costs may be the result of a passive attitude to urban expansion or even, perhaps an illogical worship of unplanned, uncontrolled fast rate of urban growth – a process which, when undertaken without foresight, leads to extremely rapid and inefficient urban development and hence inordinate pressures on the municipal treasury.

Public transfers that subsidize this process – that foster even faster unplanned growth and more sprawl – are not only wasteful, but inevitably lead to an even greater crisis in the future.

We can see, therefore, why we have not responded to your demands for new resources with blind haste – we are unwilling to commit resources that not only will fail to solve your current problems, but which will aggravate your future problems and demand an ever-increasing share of public resources. You no doubt feel we are temporizing because of the need to spend more money. If so, you misjudge our deep concern over the urban situation and our desire to seek out the most meaningful solutions.

Other than the real short-run concern with inflation – this is not our principal worry. And my understanding of the urban situation is such that simplistic solutions will not do. They have been tried in the past, and their net effect has been worse than nil – it has created a crisis of public confidence in our ability as elected representatives to do anything about these growing problems.

Perhaps the major failure we have all been guilty of is an inability to comprehend the complexity and interdependence of the urban system. Our research has confirmed that the effect of the problem area on others is at least as important as that problem itself.

Thus, the harmful effects of transport on housing sprawl, on slums, and on your budgets is at least as great as the inconveniences of inadequate transport to its users. Similarly, the existence of slums affects the location of industries and new housing by making the inner city a hostile and often violent area. The inadequacy of municipal revenues precludes assistance to the poor, adequate transportation responses, and appropriate urban planning. This finding – that we cannot treat urban problems – even in one city – in isolation – is vital. It means that we must be prepared to deal with the urban totality – with the city as a complex system.

The city is not only where the action is – it is where the interaction is.

HON. A. FORSYTH

The move to urbanization in Saskatchewan has been somewhat slower than other parts of Canada, but I think it has now reached the stage where we will have to take a good look at our patterns of local administration. It is always instructive to note what has been going on in other parts of Canada and while I cannot pretend to have made an exhaustive study, I would like to outline one or two developments that have taken place in other provinces.

In 1967 the Government of Nova Scotia in co-operation with the Union of Nova Scotia Municipalities set up a provincial-municipal fact finding committee with Premier G. I. Smith as its chairman. The summary of the text of Premier Smith's second report to the 1969 annual meeting of the Union of Nova Scotia Municipalities contains some interesting observations. I will quote only two:

First "the population of Nova Scotia is 760,000. To serve this population there are 65 municipal units, 89 municipal regional and vocational school boards, 686 local boards of school trustees and a variety of boards and commissions relating to grant expenditures, planning, library and other services. The committee concluded that there were too many such units in municipal government."

And later the report goes on to say "the committee believes that the stress should be on fewer units without the creation of a second tier of municipal government except in unusual cases. It suggests that certain services might very well be provided on a regional basis – the regions to be defined by the Province."

In Ontario, much of the stimulus for the study of regional government seems to have come from a report of the Ontario Committee on Taxation which wrestled with the problems of equalization grants. Looking at the 1967 report of this committee I found some interesting observations and I would like to read one of them. The committee said:

"As we have already had the occasion to point out, the principle of local autonomy is not a haven for municipalities so small, so weakly organized that they cannot discharge their functions in an efficient fashion, on the contrary local autonomy stresses the importance of strong and responsible municipal institutions whose establishment and promotion are an important provincial responsibility."

Later in the report this passage appears:

"We strongly favor the fostering of larger and more viable units of local government, regional or otherwise. We take this stand not primarily on administrative grounds – rather we take it in the interest of securing strong local authorities, thereby preserving and enhancing local autonomy and democratic government."

The approach taken by the Government of Ontario towards the problems of regionalization has much to commend it.

In the first place there has been no attempt to regionalize the entire province. Eight areas were selected for intensive study and there appears to have been no predetermined pattern foisted on them. Rather the procedure used has been varied, and has depended on local circumstances and the wishes of local residents. In an address delivered in Toronto in May,

IN THE MAKING

De nombreuses et importantes déclarations traitant de la formulation de nouvelles politiques d'aménagement urbain aux divers niveaux de juridiction ont récemment été prononcées par des représentants gouvernementaux. Les passages reproduits ici sont tirés de certaines de ces déclarations, telles qu'attribuées au Ministère fédéral responsable du Logement, au Ministre ontarien des Affaires municipales et au député de Saskatoon-Nutana à la Législature de la Saskatchewan.

A large number of important statements have recently been made by government representatives of different jurisdictions concerning the development of new urban and regional policies across Canada. Here are brief excerpts from such statements given by the Federal Minister responsible for Housing at the Federation of Mayors and Municipalities in Halifax; the Ontario Minister of Municipal Affairs and the Member for Saskatoon-Nutana in the Saskatchewan Legislature.

HON. W. DARCY McKEOUGH

In an attempt to bring order to the scrambled state of affairs in planning, and to encourage more rational and balanced growth in Ontario, the provincial government evolved its Design for Development Program in the mid-1960's. We recognized that the provincial government must be the focus for broad planning responsibility. We recognized that we must provide leadership in defining and integrating the growth aspirations and development goals of our communities into a master scheme for the benefit of the whole Province. Uncontrolled growth may set the hair fashions for today's younger generation, but it certainly should not set the style for the development of tomorrow's society.

In essence, our Design for Development Program is a broad program that permits us to address ourselves to a multitude of inter-related problems such as Housing, Traffic Circulation, Recreational Access and Pollution Control. As you know, Provincial planning guidelines are being pursued on an economic region basis. It will involve the preparation of ten regional development concepts that will form one cohesive and integrated program for the whole Province.

Each development concept is intended as a planning framework to guide growth and change in the region for the foreseeable future. The first of these regional development concepts – The Toronto-Centred Region – to which I have already referred, was announced earlier this month. That development concept covered a vast area and has obvious implications for adjoining regions. For example, I am sure you noted the reference to the spectacular growth that has occurred in the Kitchener-Waterloo-Galt-Guelph area during the past decade. The Toronto-Centred Region plan commented on the fact that this growth has raised some problems with regard to the provision of adequate water, sewer and other services. These problems were examined by The Waterloo Area Local Government Review and are now being studied by The Waterloo County Area Planning Board and The Waterloo-South Wellington Study. They will be the subject of more detailed attention in the forthcoming regional development reports for the Midwestern Ontario Region.

Because the Toronto-Centred Region concept has implications for adjoining areas, the Prime Minister of Ontario announced that the five neighbourhood Regional Development Councils, which includes MODA, will be asked to assist in gathering opinions on aspects of The Toronto-Centred Plan.

The Ontario Government hopes to release the Midwestern Ontario Region Development concept in the near future. Along with municipalities and other bodies in this region, MODA made an important submission for consideration in the conceptual framework for development in this region and I am sure you will recognize many of your ideas and suggestions in the final plan. Of course, the value of your advice will not end with the announcement of the Midwestern Ontario Development Concept. This concept will not be an official and rigid plan. Once the concept is announced, there will be, as there now is in The Toronto-Centred Region, ample opportunity for MODA and those municipalities primarily affected by the policies contained in the plan to respond to the proposals, to make known how they will be affected and to advise (and comment) on the best ways of implementing the concept.

HON. R. ANDRAS

The implications for policy are enormous, and you will therefore, no doubt appreciate our reluctance to move into this area with half baked ideas and limited perspectives.

Let me sum that up by saying – that while we are terribly concerned about the need to deal wisely (with an understanding of their complexity) – with the problems within each city – and while we caution against single problem – single solution approaches – and while we say that the legitimate actions of other jurisdictions (provincial and federal) are so significant in both solving and causing your problems – I for one, at least recognize that within any one city – you the municipal authorities should have the dominant role – and the two other governments should be, in the main, supportive.

But single urban units – cities – are not isolated autonomies – they are linked with each other in a provincial and a national urban network.

At the increasing pace of urbanization in Canada – as it is now projected in the inconstrained future (no major policy change) – Canada, relative to other countries, may become one of the most urbanized countries in the world.

Canadian population projection – year 2000 – between 34 and 40 million –
– Toronto 6½ million
– Montreal 6¼ million
– Vancouver 2½ million
– Total 15 plus million (between 40-45%) in three cities and nine other cities – making 12 cities in all – will contain 75-80% of Canada's people.

So – in social, cultural, economic – you name it – terms – that will be Canada – Canadian society – by the year 2000.

Is this acceptable or not? Can it be altered? How can it be changed?

To even deal with these questions – really to start dealing with them – is beyond the capabilities of any single level of government – municipal – provincial or federal.

It is a national matter – a national concern – really a national opportunity – and it requires the gathering of the best brains at all levels of government – of all Canadian society – without inhibition in terms of who can consult with whom.

And it requires this now – while we still have time – which frankly, is short and running out.

As a result, while the particular form of government we have may not be well-suited to deal with problems of community – the most obvious ones being urban, and this is true of nearly all industrialized societies – the seemingly simple answer of "form a Department of Urban Affairs" is not really that simple.

Well, I am going to leave that one hanging in the air because – among other reasons – I believe there may be a higher, more important immediate requirement. That of a forum for Federal-Provincial-Municipal consultation on urban matters – all together – with the municipalities and the Federal Government having a legitimate, recognized place at the table with the provinces – and to lay on that table all federal policies and actions that affect the cities – for discussion – for coordination with provincial-municipal needs.

To start agreeing on objectives – on priorities – on policies – on responsibilities – on allocation of resources in the urban context.

I am recommending this to my colleagues in the Federal Cabinet.

HON. W. DARCY McKEOUGH

Once the Development Concept for this Region is completed, it is the Provincial Government's intention to discuss the concept in further detail with the local representatives in the Midwestern Ontario Region. We will make suitable arrangements through MODA to present the concept at various points within the region to increase public understanding of it and to stimulate discussions.

In addition, the Province will arrange to contact the municipalities directly to discuss with them how their present policies relate to the Development Concept, to reconcile any differences that emerge, and to consider specific proposals for development that may be awaiting approval.

The Government will make available to these meetings, the members of its staff who are involved in preparing the Development Concept. Government people will also be available to assist in presentations to municipalities, planning boards and other major groups having a specific interest in certain aspects of the concept. It is during this stage that MODA will have an advisory role to play as well.

As a result of all these discussions, the Provincial Government will then be able to review and refine the Regional Development Concept and, as soon as possible express it as a more specific policy.

These basic ground rules will also apply to planning proposals in the region by various government departments and agencies such as O.W.R.C., Ontario Hydro, The Department of Highways, Ontario Housing Corporation, and The Ontario Development Corporation. This means that activities such as the provision of Highways and other transportation facilities, the location, capacity and timing of major water and sewerage facilities, the acquisition and development of land for housing and related purposes, the provision of open spaces and service corridors, and the location of provincial buildings and institutions will all have to be tailored to conform with the Regional Development framework.

The development programs of private enterprise will also have to be designed to mesh with the Regional Development Concept.

In this way, more orderly and balanced growth within the region should be assured as municipal, provincial and private development programs will be better organized within a broad growth design.

In practice, this organized approach to development will see the establishment of a system of planning including the provincial level, where the prime concern will be with broad planning objectives, reached in consultation with the Regional Development Councils, the levels of municipal government and the developer, as well.

I see the provincial plan expressing broad principles relating to economic and physical growth. It will tend to be general and large scale in character except with respect to provincial works which will have to be developed in much greater detail. It is the framework within which provincial actions will occur and the background against which the plans of regional and local municipalities will be drafted.

I see plans being prepared by the regional municipalities which bring into sharper focus the broader land-use strategies outlined by provincial plans and also introducing into the plan the location and financing of facilities such as trunk water and sewer lines and major transportation routes for which they are responsible. The plan of the regional municipality must be consistent with the principles outlined in the provincial plans. It must in turn provide the basis for the much more detailed official plans prepared by the individual municipalities.

HON. AUSTIN FORSYTH

"The Saskatchewan division of the Community Planning Association of Canada is performing a service for the people of this province by arranging a series of meetings to study regionalism and regional government in the context of Saskatchewan. One of these meetings has already been held in North Battleford, one is planned for Weyburn, and one for Yorkton. Since this association is completely independent of all governments, it will be most interesting to learn of their conclusions when they have had a chance to assess the reaction at the grass roots level."

Hon. A. Forsyth, M.L.A.
Saskatchewan Legislature, March '70.

Our regional development concepts are structured on a partnership between municipal governments, the provincial government and the private sector. I believe the need for strong local government is fundamental to this emerging partnership. Municipalities must have the capability to recognize problems, to establish solutions, and to carry these solutions through to successful implementation. Unfortunately, at the present time, many municipalities in Ontario are too small and too weak financially and administratively to perform even the most basic services, let alone undertake anything new. These frailties often result in planning decisions that are not in the long-run interests of their communities. To expect such a municipal system to meet the challenges of the future without basic reform is simply unrealistic.

New regional government structures, for example, are an inherent part of our provincial planning goals in making local government stronger – in providing them with the financial strength and administrative base to carry out pressing development proposals in their areas.

While stronger units of local government would create improved financial capacity, I believe that the province should consider direct financial aid for planning activity. These grants would help regions in planning for the high level of services that residents now demand of local government. The Waterloo-South Wellington Study is an exercise in comprehensive planning for that area and provincial financial and technical resources are committed to that Study.

The pending Midwestern Ontario Region Development Concept cannot be expected to become a reality over night. The Region will be faced with the immediate decision of advising upon the economic priorities for the various phases of the overall policy. It is also imperative that there is full participation among the provincial government, the municipal governments, Regional Development Councils, the private sector and many other organizations and the people, generally, who have a vital stake in the present and future of this Region.

The Ontario Government is committed to this partnership approach to development for we firmly believe that it is the only way that the quality of life and pattern of growth that we all want can be achieved.

1969, the director of the municipal research branch of the Ontario Government summarized his remarks by saying, "Several areas are now at some stage along the road to regional government our purpose is to give priority consideration to areas where need is the greatest. Beyond this we are not working towards an arbitrary or inflexible deadline. Implementation involves a four stage process allowing for maximum discussion and participation by residents in municipalities in an area."

As might be expected, British Columbia has followed a slightly different concept of regionalization. In a government pamphlet published in 1968, the Honourable Dan Campbell, Minister of Municipal Affairs of British Columbia, indicates the province is divided into 29 regional districts. He says and I quote: "Regional government does the same thing as metro government but the functions that it assumes, with the exception of hospitals, are not statutory functions. In addition the regional district has no authority to levy its own taxes."

It appears that British Columbia has gone to great lengths to avoid the establishment of a second tier of government between the province and the existing municipal government.

I have made this rapid and incomplete trans Canada survey in order to point out that the problems of regionalization are receiving attention right across the country. One fact that stands out in all of this is that there is no single or universal solution to all the problems involved. We in Saskatchewan should keep this very clearly in mind as we approach the stage where we will be forced to give consideration to our own situation.

However, there are increasing indications of grass root interest in some type of change in our system of local government. Let me detail some of these indications.

In the last edition of "The Rural Councillor," Mr. Ray Grant, reeve of the R.M. of Cutknife, makes the following observation:

"In my opinion the time is at hand when the people of rural Saskatchewan must become aware of the forces beyond our control that will compel us to plan an adjustment that will meet our rural needs. Let us think on this! We must continue to work closely with our association in developing the type of rural government that will evolve. As I see it the trend is taking shape. We must continue to be concerned as to how it will affect the lives of our rural people."

The submtssion of the Saskatchewan Hospital Association to the Provincial-Municipal Conference was quite explicit in its insistence that some form of regionalization must be looked at.

For a forthright view of the problems of regionalization, I would suggest that all honourable members read a paper delivered by J. W. Oliver, Commissioner of the City of Prince Albert, *to the Community Planning Association's National Conference held in St. John's last Summer.*

The Minister of Municipal Affairs has invited rural and urban municipal organizations, school trustees, and hospital association officials, to set up a forum with guide lines for continuing the discussion and investigation into the possibility of regional governments. I understand that this committee has already had one meeting. Since a workable form of local government can only come about with the co-operation of the organizations represented on this committee, I wish for its members a super human endowment of patience, tact, and dedication to the people whom they represent. I await the result of their deliberations with keen anticipation.

ontario

The Spring Meeting of the Ontario Division was mainly devoted to a re-orientation of programmes. Excerpts are given below of the Keynote address which set the stage for the work of the meeting. The Honourable Darcy McKeough was a guest speaker and he requested the participation of C.P.A.C. in organizing public discussion and study of the Toronto-centered regional development plan.

ANTHONY A. ADAMSON

It is my role to attempt an analytical history of community planning and the role this Association has played in this field. It is also desirable to comment on the new social and political attitudes of the citizen in Ontario as we face an ever-increasing technocracy and an endangered environment.

Let us begin by looking back over what has happened with our democratic attempts to guide and control the environment — primarily the urban environments of Ontario.

One of the benefits of age is that you can see the present not as a threshold to the future but as a point in time. There appear from time to time in history important decisions or actions which point to the fact that an age has ended. With the Hon. Darcy McKeough's regional governments in Ontario, came the end of Robert Baldwin's municipal system of 1849. It is amazing that it has lasted so long. CPAC has been helping to shore it up, helping to get the government to patch it; so that it will work a little longer, to get the citizen to work with it in planning his environment, and making plaintive cries for change all the time.

The system has been obsolete for years. The technocracy has been telling us this, but Robert Baldwin's simple hierarchy of police village to City, the warmth of 5 township councillors elected for one year terms, the 1000 municipalities where citizens could participate around the figurative village pump, was a warm human system. It is now all to be overridden like one room schools, in the name of good order and efficiency.

I can look back without trouble to a time after the second world war when I also saw a point in time as a threshold.

After that war only one city in Ontario officially had a town planner on its staff. There was then no Town Planning Institute, no firm of planning consultants, and legislation was being hastily conceived in Ontario by George Drew as a means of more efficiently guiding the expenditure of government funds into what was expected to be useful make-work projects for returned soldiers. I can look back — with a little more trouble — to the end of the First War when town planning was still tree-lined avenues, axial fountains and elegant Englishmen and Frenchmen interested in, of all things, beauty.

But let us be orderly and chronological, and go back to the Bruce Report of 1939. It was getting toward the

british columbia

The Annual Meeting of the British Columbia Division featured again this year a short course on urban and regional planning jointly organized with the University of British Columbia. Excerpts are given below from the Keynote address of Mr. John DiCastri, Chairman of the Victoria Branch.

JOHN DICASTRI

It is a pleasure to come and speak to you this evening and bring greetings from that land across the water. Where the "good life" abounds and where we have had participatory democracy for the last seventeen years — only we call it another name!

Try as we may, we have not been able to stem the tide of change and, we are now finally prepared to acknowledge, that things aren't the same. We must admit that we have planning problems and even pollution is beginning to concern the natives.

As for polemics — we still regard controversy with suspicion and a rather jaundiced eye. Surely, we feel, change can be accomplished in a gentlemenly and genteel way.

So I come to-night to discuss our topic, as one who has had time to think, while that quiet city I knew in my youth, rather awkwardly begins to show signs of an awareness of the 70's and the problems which face it.

If we are to discuss planning in any depth we must firstly look at man. After all, this, I think, is what planning is all about. It is a fact which is often overlooked as we plod through reams of planning pronouncements, reports, plans and an endless stream of verbiage. We develop standards, statistics, and theories and feel that we have achieved a new insight into planning.

There are many busy dedicated groups, like this one, citizen action groups, ratepayers' groups, all extoling planning and condemning pollution. The whole thing has been neatly taped and we know where everyone fits in :

A group like this is particularly with it.
Advisory planning commissions are the 'good guys'.
Professional planners the 'in' guys.
Ecologists the new prophets.
Governments — the 'heavies'.
Bureaucracy — a necessary evil.

We think we are with it — but actually we have been had!

In many cases, we are inclined to smugness, because we think we have the answers, when in fact, we are only regurgitating the popular position established by either the hard or soft sell of technology or our own particular guru.

new brunswick

The Meeting of the Division was held in Fredericton and was jointly organized with the New Brunswick Department of Municipal Affairs. The theme was "The Village of New Brunswick" and some 170 participants representing villages and towns from all over the Province, the majority of them CPAC members, were in attendance. Excerpts are given below from a major address by Professor R. Graham Murray of Dalhousie University and Immediate Past National President of CPAC which compares the present Planning laws in New Brunswick with the new Nova Scotia Planning Act.

R. GRAHAM MURRAY

I notice in New Brunswick that the Government has published in recent years a tremendous number of Regulations affecting the government of the many recently incorporated and expanded Villages which seem now to form an important part of the governmental structure of this Province.

I must say, however, that when I looked over the kinds of services expected of many of the incorporated villages I found, to say the least, some strange bed-fellows. In 1968 a newly incorporated Municipality (or Village) is authorized to supply the following services: fire protection, garbage and refuse collection and disposal, sewerage, community planning, street lighting, water, etc.

What I find strange — if senior government regulations are properly any guide — is that community planning is presented in the regulations as a service expected of an incorporated village in the same sense, almost in the same breath, as the service of water, fire protection and street lighting. Indeed, in the 1968 regulation I have just referred to, community planning is sandwiched between sewerage and street lighting.

Now if I were the Mayor of any one of these municipalities my good political sense would tell me that surely community planning is not just another service that a given community offers — like sidewalks, fire protection, and the rest — because it is really not any such thing. For one thing, community planning should embrace all the other services, like an umbrella. For another thing, if your New Brunswick municipalities are anything like most municipalities in Nova Scotia the service of community planning is not something which they will find at all easy to provide in a way that really counts.

You see, community planning is not something you can go out and buy — like street lighting — it is, rather, a highiy sophisticated political process which must start beyond the confines of even the largest new New Brunswick village.

We in Nova Scotia have a new Planning Act. And it may be that you are in need of a new one in New Brunswick if the Regulations from which I have been quoting are any indication of a need in this Province of a clearer understanding of the way to go about the business of effective community planning.

québec

La Conférence Annuelle de la Division du Québec eut lieu à Chicoutimi et fournit aux nombreux participants venus de municipalités de toutes les régions de la province l'occasion de prendre connaissance des structures et politiques de planification au niveau provincial qui leur furent expliquées par le sous-ministre Richard Beaulieu et sous-ministre adjoint Yvon Tremblay du ministère des Affaires Municipales, de même que par le Directeur de l'Office du Plan, M. Arthur Tremblay.

YVON TREMBLAY

L'évolution actuelle du monde municipal est vers l'urbanisation. Le Québec n'échappe pas à cette consolidation urbaine et il est prévu que dans tout au plus dix ans, au-delà de 80% à 85% de la population sera concentrée dans les villes.

Or, actuellement, au Québec l'on compte près de 1,150 municipalités ayant moins de 1,500 habitants, environ 250 groupant de 1,500 à 3,000 habitants, 150 de 3,000 à 10,000 habitants, et seulement 75 de plus de 10,000 habitants.

Ce grand nombre de municipalités et le peu d'habitants que représente la plupart, résultent en une capacité réduite du local à assumer ses responsabilités traditionnelles, en des sources de revenus insuffisants pour les besoins, et en une impossibilité à assumer la responsabilité d'un territoire trop morcelé.

Les services rendus par les municipalités à leurs habitants coûtent souvent fort cher. Ainsi, pour les municipalités de moins de 1,500 habitants, la dépense en administration varie-t-elle, sauf exception, de $1.50 par personne à $40. La dépense en protection publique, pour sa part, varie de $0 à $18., celle du service des ordures de $0 à $12., celle dévolue aux services récréatifs et communautaires de $0 à $30. par habitant, et ainsi de suite.

La gamme de services dits traditionnels est aussi restreinte. Ainsi, parmi le groupe de municipalités de 1,500 habitants et moins, plus de 70% (plus de 800 municipalités) n'affectent aucun fonds pour les services récréatifs et communautaires, 50% n'ont aucun service public concernant les ordures ménagères, 70% n'ont aucun service public d'aqueduc et d'égouts.

Le nombre réduit d'habitants peuplant la plupart des municipalités et le manque de planification de l'occupation du territoire résultent en des charges financières qui sont lourdes et en une assiette fiscale sans commune mesure. Ainsi, pensons aux coûts importants générés par l'implantation non planifiée de réseaux publics d'aqueduc et d'égouts, par l'entretien et le déneigement des voies publiques dans les territoires peu densément peuplés où la population possède des

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end of a very depressed period when a citizen committee was asked to see what effect this had had on the housing and physical environment of Toronto. It pointed up the bad conditions of overcrowding, the poor physical conditions of housing, and the deterioration of central residential streets due to traffic filtering through residential areas. It recommended slum clearance, and the development of "superblocks" against traffic.

Toward the end of the war in 1943 the city of Toronto prepared a remarkable town plan. It was done by a few technocrats under the direction of an appointed commission. It was displayed to the citizenry in the Art Gallery. The urgency behind it was the certainty felt by all that the depression would come back after the Japanese had stopped fighting the Americans. This Toronto plan was an echo of the American planning activity which had been sparked by Roosevelt during the depression. Every conceivable physical condition was mapped and a total master plan was stated. There has not been a more comprehensive plan since. The citizen was not consulted as he was too busy fighting a war, and in the words of the chairman it was "the job of the elected to inform the electorate", but the elected were not preparing the plan.

Two planning shibboleths of the day were included in the plan, the greenbelt and the neighbourhood unit. The same year saw the Marsh Report on Social Security — a milestone in social planning.

The next year, 1944, the Curtiss Report on Reconstruction, post-war reconstruction, was issued. It covered local government and housing and used, for the first time, the expression "community planning". Largely as a result of the Marsh and Curtiss Reports the Ontario forerunner of CPAC, the "Citizen's Housing and Planning Association", was formed. Its principal interest was in the building-up of a system of public housing to combat the conditions exposed in the Bruce Report. In the same year, 1944, the Ontario Department of Planning and Development was set up. This department's philosophy was still based on fear of unemployment, and the encouragement of industrial development took precedence to planning land use. But it had a "Community Planning Branch" working on a 1918 Act. The Federal Government this year passed the second National Housing Act which offered assistance to community planning, and the University of Toronto offered extension courses in community planning.

By 1945, the year the war ended, we were well prepared to meet the depression again. Public works were lined up, a reasonable system of how to locate them was on the Toronto shelves, and an understanding that everybody could not get a house of their own was known to the technocrats. The need for re-zoning was accepted in Toronto. The 1943 Toronto plan was regarded with interest and some tolerance. In 1945 the Federal Government called a Federal-Provincial meeting which folded before it could get to the item in the agenda: 'The consideration of government support for

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We get together for meetings like this or perhaps a short course to explore a facet of planning and extol the benefits which will accrue to the Community if they but follow our direction. If the problem seems particularly difficult or, if we cannot find the answer readily, then a Committee must be formed or perhaps a study group to research the problem further and fortunately thereby delay the time when we must make a commitment.

Are we really having an impact? Can we in all honesty say that we are actually making a contribution to the Community and improving the lot of its citizens? Are these issues we are so dedicated to of any great concern to the people or are we just intellectual snobs?

Countless plans are produced which illustrate how our Communities are to be developed and our environment improved. How critically do we look at these plans? Do we simply take the planning pundite words as gospel?

It is acknowledged, that practically anything can be rationalized by statistics, and I think the same condition applies to the copious verbiage which accompanies new plans and studies. In many cases we are simply seduced by jargon. And we live in an age of jargon. We feel obliged to use the current fashionable phrases. Words, which in themselves, are valid but when bandied about simply to impress give a certain shallowness to our communication. They permit us to participate as a dillettante without the insight and understanding to make a true commitment.

So we look at a plan and if it has open space, which is a must, and the report describes how meaningful this space will be — it must be good!

In many cases, we don't go much further or deeper than that. We are content to remain with the theoretical and see things as we would like them, not as they actually exist.

To many of us, the open space is simply a green coloured area on a plan or a space on a model. We lose sight of the fact that its significance hinges on how it relates to people. The people must use it and even more important, it must be able to be achieved in practicle terms. There is no point in planning for great swaths of open space if the economics are impossible.

To assess a plan we must look for the essence of the thing, define what it is supposed to do. It is all very well to feel that open space per se is a good thing but just exactly what does it accomplish? Is it simply a device for planners, as some have said, to structure metropolitan growth? Is it designed for people who can get use out of it and relief from the man made environment? It is evident, in some plans that these considerations have not been made.

Planners sometimes get so wrapped up in two dimensional planning on paper that they lose sight of people scale. What seems appropriate on a plan may be irrelevant to people.

new brunswick

I have no hesitation in mentioning our new Nova Scotia Planning Act — it just came into effect a few weeks ago. I mention it because two people from this Province of New Brunswick played a major role in developing the content of the new statute.

Years ago a bright young planner in Saint John, Pim Fowler, came to a Conference like this in Halifax and put forward the idea that we might be wasting our time in Nova Scotia in urging that our towns and cities be planned before the Province had undertaken a planning scheme for itself. He suggested that a first step in planning should be to divide the Province into fairly large regions and a plan developed for each of the regions. After that, he said, the smaller communities could get busy with their individual development plans. Pim Fowler was one of the first planners in this part of Canada to urge the importance of regional planning as a concept.

Two or three years ago, another bright New Brunswicker, a young Law Professor by the name of Rod Bryden, came to Nova Scotia from Saskatchewan, where he was professing at the time. He introduced us all over again to the idea of regional planning and was instrumental, along with our Provincial Director of Planning, Reg. Lang, in persuading the Nova Scotia Government to pass a rather wonderful new Planning Act.

I will just say a few words about the Act now as it may offer you who are struggling with the notion of putting into operation the new "service" called "community planning" some hope that your Government, too, despite appearances, does not really expect you to get busy immediately with something pretty massive that you cannot yet be expected to know too much about.

In developing their Report leading to the adoption of our new Planning Act in Nova Scotia, Rod Bryden and Reg. Lang saw clearly that for the large regions into which the Province would be divided — possibly six or seven, planning would become the responsibility of the Provincial Government. The actual preparation of the large regional plans will be done mainly by consultants with inputs by District Planning Commissions, Municipalities and Government Departments — all under the authority of a Cabinet Committee on Planning and Programs. It is hoped, also, that the new Federal Department of Regional Development will contribute 75% of the Plan preparation costs.

Development Plans for the large regions in the Province having been prepared, the Municipalities will then be asked to prepare Municipal Development Plans. The draftsmen of the new Planning Act felt that in this way adherence to one set of development objectives will be ensured for the Province. Mr. Bryden and Mr. Lang considered that anything less than this overall arrangement would be "wasteful of the Province's resources, the staff time of its technical personnel, and the financial capacity of its taxpayers."

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revenus et une richesse foncière la plupart du temps inférieurs à la moyenne québecoise.

Le morcellement local ajoute encore davantage à ces coûts, en multipliant les administrations et en leur donnant des territoires à administrer qui sont absolument inacceptables techniquement.

Ce morcellement, cette faiblesse financière, cette non fonctionnalité, ont aussi comme conséquence néfaste d'empêcher la plupart des municipalités d'assumer leurs responsabilités pour l'aménagement de leur territoire. Il nous apparaît évident qu'en dehors des plus grandes villes, qui ne représentent que 5% des municipalités du Québec, les efforts d'urbanisme sont nuls ou quasi nuls. Aucune étude, aucune réglementation ne viennent consacrer l'utilisation du sol, aucune norme ne vient régir la construction, aucune concertation locale ne vient éclairer les décisions de l'Etat concernant les grands équipements qui viennent structurer le territoire. Et il ne pouvait en être autrement dans le passé, puisque la municipalité locale ne disposait ni du territoire, ni des moyens adéquats pour oeuvrer dans ce secteur.

Enfin, et cette constatation est aussi fondamentale, le développement de certaines agglomérations a amené de nouveaux problèmes, reliés à la coexistence, tels que l'interdépendance dans l'utilisation du sol, la pollution de l'air et de l'eau, la congestion des voies de communication, la multiplication d'équipements urbains concurrentiels. Tous ces problèmes nouveaux surgissent dans un cadre financier, territorial et institutionnel qui craque, puisqu'il est trop rigide et qu'il n'est pas adapté aux besoins créés par le développement.

Les mécanismes actuels permettant la constitution progressive de municipalités viables, de même que les mécanismes qui permettent une certaine coopération intermunicipale, répondent à des besoins immédiats et restreints, mais ils ne sauraient servir seuls de base à une politique efficace de revalorisation des gouvernements locaux dont il sera question ci-après.

L'annexion ne constitue qu'un outil limité permettant tout au plus un ajustement des territoires municipaux.

Les fusions qui ont été réalisées à ce jour se sont avérées profitables. Cependant, le nombre restreint de fusions de municipalités, qui ont été réalisées depuis l'adoption de la loi, nous amène à conclure que ce mécanisme à lui seul est insuffisant pour fonder une politique globale de regroupement des municipalités québecoises.

Désormais, les municipalités peuvent conclure des ententes, avec l'approbation du ministère des Affaires municipales et de la Commission municipale, pour

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a town planning and professional training institute'. The Federal Government did set up in 1945 the Central Mortgage and Housing Corporation to carry out the provisions of the National Housing Act.

1946 was the third of these critically active years. The Ontario Planning Act was passed and the word "Official Plan" came into usage. This plan was ill-defined and largely powerless, but it meant more than the "General Plan" of the 1918 Act. The 1946 Act's first and prime job was, however, to control subdivision. Sensing the need for great changes in public attitude toward the controls that had, in the opinion of the Governments and technocrats, to come in, CMHC and C. D. Howe proposed the formation of the Community Planning Association of Canada which came into being in 1947.

Putting it crudely the CPAC was called into being by government subsidy as stooges of the government to sell town planning to the inexpert. Its job, by its charter, was to open up "channels of communication" between the governors and the governed by selling the governed on the idea that government was out to "improve the quality of the environment in which people live". Its initiation and prime support by the Federal Government encouraged centralization. The home grown Ontario body, the "Citizen's Housing and Planning Association", was gracefully eaten up by an Ontario Division of the CPAC, which by 1948 could afford a full-time Ontario secretary.

The Town Planning Institute, using an old charter of a defunct body which was, at least in part, originally a citizen and non-professional institute, was recreated in 1949 as a professional institute. The first official plans under the new Act appeared. The Toronto draft official plan of 1949 was a tame affair compared to the visions of 1943.

The idealists and the unpractical academics, the dogooders and the socialists, who had now formed 3 branches of the CPAC in Ontario, were counter attacking with newsletters and conferences, doing their duty for planning in that state of life into which it had pleased C. D. Howe to call them. The universities were not prepared to recognize that there was a science of Community Planning. It had been more than enough to recognize that there was such a subject as Social Work.

The supporters of community planning in the 1950's were divided into four groups. These operated within CPAC as they did within society itself. The first group were socially oriented and were devoted to housing reform. The second group were the elected municipal representatives who were interested in finding out how town planning could help them guide their exploding urbanization within a Municipal Act conceived in 1849. The third group were the professionals who were out to use the first group to convince the second group that they, the professionals, had the answers. The fourth group were the developers who had the job of financing and constructing the exploding cities,

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There is a reluctance to come to grips realistically with the hard facts of the marketplace. We expect the farmer to retain his holdings so that the Sunday driver can enjoy the view. He has left the rest of the Community down if he sees an opportunity of selling his property to a developer and sells. We all stand around and sanctimoniously wring our hands and say "what is happening to our farmlands, they are disappearing, something must be done to stop this." And yet, within the Community we are speculating and making our own deals.

We decry the visual obscenity of overhead transmission lines and condemn the corporations who perpetrate this desecration of the landscape. We feel that it lacks a conscience and any responsibility to the people. This is all very well, but I think that we must acknowledge our own responsibility in this matter. After all, who is the corporation? It is not some fiendish cyclops destroying our ecology, it is an organization made up of men and women like ourselves.

This same false reasoning applies to the concern we have for speculators and developers. They are very real people out to make as much money as they can.

Does this not really apply to a major portion of our Community?

Someone has to do the developing and if we accept the lowest of standards and desecration of landscape then we really cannot blame the opportunist who comes in and takes advantage of our apathy. We must acknowledge our own responsibility for this.

These situations exist simply because we are not prepared to look at things as they are. They also continue because our action is so fragmented. Consider the number of citizen groups which exist at the present time and equate to this number by how much actually has been accomplished — very little. There is a great need for a more united effort on the part of organizations who are concerned with planning if any significant goals are to be achieved.

There is much concern today for housing, what it should be, new approaches, and how to cope with this element of our environment. In many cases, we simply give lip service to these tenets and continue to create housing which is uninspiring and lacks any concern for the spiritual side of people. It simply provides protection from the elements and space for the physical necessities of life.

A good number of development plans indicate a superficial and token acknowledgement to some of the principles of housing. Too few admit the presence of children as living people who have very important needs and desires.

A great deal of planning considers things as we think they are and not as they are. Schemes are developed for neighbourhoods or towns where everything is just right. The artist's drawings indicate an environment where everyone is attuned to the latest

new brunswick

A moment ago I spoke of inputs to the Regional Plans from District Planning Commissions. Now, you have District Planning Commissions in New Brunswick. But there is a difference. Since the passage of the new Planning Act in Nova Scotia a few weeks ago, the only commissions we have are district planning commissions. By your New Brunswick Community Planning Act, you have, or should have — as we had in Nova Scotia up to this year, many other Planning Commissions. Each of your municipal councils which has been directed to offer the service of community planning must establish a planning commission of at least five members.

We now believe this to be a wasteful activity. Up until this year we had quite a number of Planning Boards in Nova Scotia, most, if not all, of which did very little planning; spending most of their time on administration, which we now think can be better handled by one person whom we call in the Planning Act a development officer. Instead of a multitude of Planning Boards we will now have in Nova Scotia just a few District Planning Commissions.

Interestingly, the new District Planning Commissions will not be responsible for regional planning. Basically, they will have three responsibilities:

(1) To provide the municipalities within each district with professional assistance and a focus enabling them to advise the provincial government on regional planning.

(2) To have a professional staff available to act for all the municipalities within the district, a service which is not available now to many municipalities.

(3) To accept, at the request of the municipalities, responsibility for administering some of the land-use controls that municipalities may have enacted, e.g. zoning by-laws.

Now, while the district planning commissions will replace our many planning boards presently tied to individual municipalities — and I think this is a very good thing — councils may still, if they wish, appoint what will be called planning advisory committees to assist them in their work under the Planning Act. At the moment, I have no idea how many, if any, of these committees will be appointed.

Now, that, in a nutshell, is what was fundamentally wrong with our previous so-called Town Planning Act in Nova Scotia — and it may be a weakness in the present Community Act in your Province. One is tempted to call your Act "An Act to Amend the Community Planning Act." Maybe you, too, in New Brunswick could stand a new Planning Act. Both Statutes, the old one in Nova Scotia, and yours in New Brunswick seem to suggest that planning and zoning may or may not be indulged in by a given municipality or

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l'exécution de tous travaux, pour l'organisation et l'administration de tous services et pour l'exercice de toutes fonctions municipales.

Un des résultats les plus tangibles de la poussée de l'urbanisation a été que les corporations municipales exercent leur juridiction sur un territoire qui ne correspond à une unité réelle, physique ou socio-économique. Cette situation s'avère d'autant plus désastreuse que l'échelon municipal représente un niveau de décision et que son inscription est indispensable à l'élaboration ou à la mise à exécution de toute politique de planification.

D'autre part, les tendances récentes de la planification régionale veulent que la croissance se manifeste en des points ou pôles de croissance possédant une certaine taille de population et disposant de services caractéristiques du niveau supérieur de l'armature urbaine. La mise en place des équipements structurants (voirie, parcs industriels) indispensables à la création ou au renforcement de ces centres urbains ou pôles de croissance dépend, dans une large mesure, de la décision des autorités municipales.

Or, en dépit du fait que les corporations municipales font un usage effectif de leur pouvoir de gestion, elles n'arrivent pas à résoudre les graves problèmes qui découlent de l'urbanisation. Mentionnons l'impossibilité de contrôler les mécanismes de la croissance urbaine, la difficulté de trouver la formule capable d'élargir et de rendre équitable l'assiette fiscale, le faible indice d'équipement de certaines municipalités situées à l'intérieur des agglomérations, l'augmentation des coûts sociaux dus à un manque de planification ou de coordination etc, etc.

Les communautés urbaines

C'est donc dans le but de résoudre ces multiples problèmes que le ministère des Affaires municipales a défini une politique de restructuration des aires métropolitaines du Québec. Cette politique vise surtout à permettre aux corporations municipales d'exercer pleinement les pouvoirs qui leur ont été délégués, à faciliter leur inscription au niveau de l'aménagement régional et à rendre effective la coordination de toutes les fonctions du gouvernement municipal. Tels sont les changements qui ont été apportés avec la mise en place des communautés urbaines, organisme par excellence pour faire de la planification urbaine un véritable processus administratif.

En effet, il est maintenant possible:

1) de travailler sur un territoire fonctionnel qui a été délimité grâce à l'utilisation de critères significatifs tels que la densité de population, l'utilisation actuelle et potentielle du sol, le taux d'urbanisation, etc.;

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and who knew they had to "use" all three groups. There was outside the CPAC membership, the amorphous "people" who could only be aroused about community planning as "ratepayers" when some vested interest was threatened. Within this social framework of interests CPAC tried to operate over the next decade.

Toronto's Regent Park North, without benefit of CMHC, opened its first units in 1949. The CPAC Review began publication in 1950. In the same year CPAC held a conference in Northern Ontario.

Planning was beginning to lose its first bloom by the mid-1950's. It was obvious to the professionals that Governments were not convinced that the tax system, the local government system, and welfare had to be overhauled and without such overhaul community planning was little more than on opiate for the well meaning.

The Planning Act was slowly being refined by experience. The idea of central redevelopment to improve the market was introduced. No help was forthcoming from the Ontario Government despite CPAC pressure to get subsidies for planning directors in small municipalities. These could not plan anyway as the boundaries were too small.

Bill 80 in 1953, and the Metro experiment, gave heart to the Toronto branch, as did Regent Park South three years later. In 1955 the University of Toronto offered a diploma in Town Planning, CMHC helped with fellowships. In Canada, as a whole, using the central CMHC money pump, CPAC had all 10 Provinces with CPAC divisions by 1955. Urban Renewal, in the mid-1950's, began to exercise the Ontario Division. In 1957 they held a conference which showed the futility of housing reform and renewal unless there was some way of enforcing, equitably, some minimum maintenance standards. The Ontario Division hammered away at this until the Ontario Government ordered a study, publishing in 1961 "A Better Place to Live". But before this was achieved, the Ontario Division, in 1958, brought into the open its disapproval of the centralized organization of CPAC from Ottawa. In 1959 it bucked head office and got greater decentralization, but its problem was not solved: — to keep on top of social change.

CPAC had influenced the government of Ontario on a few matters. It was succeeding in promoting planning at the municipal level. By 1964 there were five Ontario cities with full-time planning departments. But CPAC was still a national thing operating in the general national interest and at the slow national speed in a field that was supremely local. CPAC was not sufficiently used by the Ontario Government, which went ahead as fast as it dared, consolidating municipalities as in Oakville-Trafalgar in 1962, consolidating water and sewer service provision, and in consolidating schools. In 1969 Ontario developed regional governments, and conceivably, laid the ground work for regional plans, which were as necessary to nationally-planned urban growth in 1945 as they are in 1970.

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fad in landscape design, the shops are all neat and tidy and the unexpected does not exist.

It has been said that planners and architects are not too outstanding as social philosophers and this is borne out in many of the schemes they produce. More and more emphasis is made by these professionals on the total environment and that developments must be comprehensive. Concern for the aerial view is even stressed because of the great amount of air travel at the present time. This is only partially valid. I agree that where the roofs of buildings are visible they should be considered from a design point of view and that we shouldn't treat buildings as having fronts, backs and tops but as total design. I think it is simply jargon when people start to talk about the view from air planes. It shows a lack of seeing things as they are. Anyone who has travelled by air knows that after the first 90 seconds nothing is visible unless it is a clear day and then the altitudes are so great that the ground view is simply an overall surface pattern.

The same applies to the idea that the design of a single building is secondary to its relationship with the neighbourhood. This is so much mummery. Some of these people are so preoccupied with the neighbourhood that they fail to see how mediocre the actual building is they are designing.

We must ask ourselves why do these things occur, who fixes the parameters? We are inclined to accept supposed facts simply because "they" have said this is the way it is.

An example is our acceptance of parking lots per se in planning. We decry the loss of open space, the ugly environment and yet everyday we see more and more acreage turned into bald, blacktopped parking areas. This is a wasteful use of land and an eyesore. Of course, I have heard the arguments of economics but economics should not be considered on the short term base, we must look at the long range view and see what the true loss is by converting such a large percentage of our communities to a wasteland of blacktop.

The same kind of questioning has to take place with respect to pollution. It is now very fashionable to be concerned with pollution and the destruction of the ecology.

It has become so publicized as the great threat to our society that the bomb has now been relegated to second place in the priority of destruction.

Pollution is a fact but the important consideration is, who is responsible for pollution?

Immediately groups all over the country vehemently decry the big corporations and the part they are playing in the destruction of our ecology. I feel that this is an outstanding example of social hypocrisy. What seems to have been lost sight of is that the big corporations are self-perpetuating. Corporations are what they are simply because there are shareholders who put money into that corporation. Therefore, it is the

group of municipalities, depending on whether they wish to, or not. And the Acts also seem to have made it clear, that whatever use might be made of the many planning boards or commissions that might be created, every one is to understand that they were to be used in a purely advisory capacity.

Well, in Nova Scotia, thanks to the New Brunswickers, Mr. Fowler and Mr. Bryden, no longer are we likely to put off the business of serious and effective community planning. Because of our new concept of the importance of regional planning we will be doing away with about forty-three planning commissions, to be replaced by a handful of district planning commissions, which, as Mr. Bryden has pointed out, is, in a way, a consolidation of planning boards. Mr. Bryden argued successfully that if we in Nova Scotia had fewer planning boards (as we called them), and more district planning commissions, there would be an opportunity to have one body do the planning for the smaller areas which have much in common, and enable them the more readily to obtain necessary professional assistance. He argued, that this arrangement of district planning commissions would also give to the smaller areas in the Province a means of asserting greater influence on the province in the latter's preparation of regional development plans. An approach, he said, that was consistent with the whole concept of larger municipal units.

In closing, I wish to point out again that your Government in its Regulations governing Villages chose to classify community planning as a Service and, in the case of some Villages, to sandwich it in between such services as sewerage and street lighting. This really astonished me. But I am confident that your Government is as aware as any government in Canada that community planning deserves a better place than that in the structure of government. The Regulations to which I have referred did not intentionally mean to denigrate the importance of community planning in this Province.

Certainly, this Conference today, promoted and organized by both your Government and C.P.A.C. indicates the awareness of your Government that we all "need to have a much better and clearer understanding of what we are trying to achieve in community planning." Our Director of Community Planning in Nova Scotia, Reg. Lang, said those words at a conference like this held in Nova Scotia in 1966.

And you will miss the whole point of my talk tonight if I have not made it clear that community planning is a political process in which all of us have a part to play; that no one expects you to go it alone, as it were; that a Planning Act, good or bad, will not of itself accomplish good planning. Nevertheless, we may have some ideas in our new Planning Act in Nova Scotia that you people in New Brunswick may wish to have a look at.

2) d'assurer la coordination des décisions importantes qui doivent être prises à l'échelle de l'agglomération parce que les personnes placées au sein des structures administratives qui ont été créées possèdent des pouvoirs exécutifs. De plus, la formation d'un comité exécutif augmente considérablement l'efficacité;

3) d'atténuer les disparités fiscales et de tendre vers une justice sociale parce qu'un premier jalon a été posé dans cette direction par l'uniformisation de l'évaluation d'une part et, d'autre part, par l'octroi de certaines fonctions au niveau métropolitain;

4) d'arriver à une véritable programmation des équipements de nature métropolitaine en raison des compétences exclusives données à la communauté dans certains domaines.

Parallèlement à cette opération de restructuration administrative et financière, le ministère des Affaires municipales, par sa nouvelle direction de l'administration municipale, met en place des mécanismes qui permettront d'entretenir un dialogue constant et soutenu avec les cadres des organismes métropolitains. Il entend ainsi mieux exercer sa fonction de surveillance et de contrôle et se donner un rôle plus actif.

Cette opération de restructuration du ministère s'avérait indispensable en raison de l'obligation imposée à la communauté urbaine de préparer un schéma d'aménagement du territoire. Cet outil, l'un des plus importants dont dispose le conseil de la communauté, lui permet d'orienter le développement futur de l'agglomération, de préparer des plans d'utilisation du sol conformes aux lignes de force socio-économiques, de mettre en place les équipements selon une programmation préétablie et de procéder à un découpage rationnel des corporations municipales comprises à l'intérieur des limites de la communauté. Nous obtiendrons ainsi, au niveau local, des municipalités fonctionnelles exerçant des compétences bien définies, avec une assiette fiscale proportionnée à leurs obligations, bref, des municipalités viables.

Pour en arriver, avec l'aide des populations, à ces municipalités viables le plus rapidement possible, il faudrait utiliser toutes les incitations dont il dispose. Le ministère des Affaires municipales s'est, à cette fin, doté d'une direction générale de l'administration municipale, laquelle doit justement, entre autres fonctions, encadrer toutes les initiatives en ce sens.

Cette politique n'a pas pour seul but de permettre aux municipalités de faire face à leurs besoins internes, mais aussi de les faire accéder toutes à un statut d'interlocuteur de poids face à l'Etat central ou à ses fonctionnaires régionaux dans le cadre de la planification, statut qui n'est actuellement possédé que par

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Few jurisdictions can show better achievement than Ontario, but as the changes come at us with greater speed and carry more devastating consequences from failure, we have to be quicker and more understanding and less biased. It is not enough for the Ontario citizen to be pulled kicking and screaming into the future, while the CPAC members console them. The citizen must participate or he must become a sheep.

This is to be the great problem of the 1970's and I think it is worth canvassing in some detail. The CPAC's role of a hired P.R. firm to sell the public on a governmental activity is over. They did a good job for Ontario. Town Planning is now part of normal administrative machinery. Part of the technocracy. Scarcely a pipe gets laid today without some planner being consulted.

What is the end for which CPAC is aiming? What sort of "community" is CPAC planning? This is an embarrassing question. When asked by a young person, we have the tendency to reply "well it is not running around with long hair and bare feet". If pressed we might say that we should like to see our neighbourhoods safe and pleasant, the air clean, open space, a choice of modes of transportation, good museums, theatres and restaurants and, well, a better place to live, and more say in how we do it. We don't say we want better curbs, storm sewers that don't back up, arterial roads, paved streets, consolidated administrations, we have all them. But the things we have not got and want are, I suggest, still purely material things for our selfish use.

I don't think that many will disagree that we are seeing a social revolution taking place on the other side of Lake Ontario. It is showing undoubted signs among our young here. As I have said, many look at the society CPAC has been paid to support as one that does not command respect. We are not proud enough of it to demand respect for it either. I think that a new variant of democracy is under way. CPAC could be the crucible within which it forms.

If I have a message it is that meetings are not enough, opening of channels of communications between the technocracy and the people is not enough, establishing a new aim for society is too much, but the promotion of a study of how to conceive, promote, establish and fund a new technique, the technique of localizing democracy is needed. Social techniques today are capable of doing great things. A new system of localized democracy to complement the new system of regional government is more or less apparent to everybody.

Perhaps research money is needed to make a model or test run, but eventually the system will have to be tax-supported and organized to a considerable extent by municipal government. I think that CPAC can play an important part in this evolution of democracy, better perhaps than research foundations, better than ratepayer associations, better than the hired technocrat reporting to a minister.

british columbia

shareholders who must also accept responsibility for the deeds of the Company they are supporting.

All these things we have been talking about can only be considered superficially unless we look for the root cause which is man.

Planners decry the condition of our cities, the ecologists what is happening to nature, what is not being asked is "what is happening to man?"

Education must concern the whole man. It has been said "an educated man is a man with a point of view from which he takes in the whole world and is capable of grasping the totality of things".

Education, has as one of its primary objectives to teach us how to stop and be still and look, how to concentrate our gaze, so things begin to reveal the mystery to us. It must teach us to preserve and heighten our sense of wonder, which is the womb of poetry and of philosophy alike: for otherwise, no matter what we have in book learning, beauty in life will pass us by.

We pride ourselves in being a mobile society but it has taken its toll. What has happened to the concept of the home per se; we no longer gather round the hearth, we gather around the television set. Not only has the symbolism of the home gone but also symbolism in general.

We describe our plans and buildings in terms which are mundane and practical. We have a certain self-consciousness of expressing and externalizing any deeper feelings. This, in itself, has created a certain passivity as far as our surroundings are concerned.

We must develop an awareness of the world around us. Children have it and unfortunately our educational system destroys this to a greater or less degree. Walk with a five year old child and see how they look at the world around them. There is a sense of wonderment. There is a sense of awareness in the mystery of things.

If we had this sense of awareness we could not possibly tolerate the ugliness and dullness that surrounds us.

If we nurture this sense of awareness to nature and to our fellow man we can then utilize the advance of technology in a creative way and our new found leisure will not hang heavy on our hands. To-day there is great emphasis on shorter working hours but how are we using the leisure we now have?

But we must change our mental attitudes and concepts of things if we are to really get these values out of leisure that we should. Our whole concept of work and leisure has been conditioned by a rather calvanistic attitude which places leisure as the opposite of work, is sinful.

It is only when we come to grips with these basic issues of life that we can hope to find any true solution to the problems of planning and pollution. There is still enough left of the beautiful in the world around us if we but stop, look and listen and be still.

quelques villes importantes et les communautés urbaines.

L'on sait déjà que ces communautés urbaines ont pour fonction de proposer à l'Etat un projet de restructuration des municipalités locales. Cette procédure a le mérite d'associer les populations par leurs élus à la réforme municipale.

En plus des politiques déjà énoncées, l'Etat pense avoir trouvé un moyen intéressant d'arriver plus rapidement à des municipalités viables et capables de participer vraiment face à l'Etat et ses fonctionnaires à la planification nationale et régionale, moyen qui en plus associe, comme pour les communautés urbaines, la population et les élus à la restructuration municipale. Ce moyen pourrait bien être les municipalités régionales, dont celle de l'Outaouais est un premier exemple.

En effet, un palier régional, à condition qu'il corresponde à certains critères, pourrait contribuer à la solution de nombreux problèmes.

Pour contrôler un territoire significatif pour l'aménagement régional, pour avoir une population suffisante capable de fournir une assiette fiscale convenable et pour être une institution de poids dans la planification centrale et régionale, ces organismes devraient être, en dehors des milieux très denses du Québec, autre chose qu'une petite structure intermunicipale. Ces conditions pourraient être remplies, compte tenu de la physionomie actuelle et future du Québec, par des structures qui pourraient comprendre au minimum 100 à 150,000 personnes actuellement, et dans les régions à plus faible revenu un minimum sans doute plus élevé.

Si elles respectent ces exigences, en plus de permettre la réalisation des objectifs ci-haut mentionnés, ces organismes régionaux pourraient remplir aussi des fonctions municipales qui dépassent le cadre des municipalités locales (comme pour les communautés urbaines): évaluation, perception de taxes, aménagement régional, promotion touristique et industrielle, etc.

Puis, à condition qu'elles soient d'abord l'émanation des élus actuels, elles deviendraient l'instrument principal de restructuration des municipalités: proposer, dans un délai raisonnable, une division de leur territoire en municipalités viables.

De plus, cette structure pourrait devenir le nouveau conseil de comté, ce qui permettrait d'associer à cette réforme les conseils de comté actuels.

Enfin, ces organismes régionaux permettraient de résoudre l'épineux problème de la présence ou de l'absence des structures municipales au sein des conseils régionaux économiques ou de développement. En effet, les municipalités pourraient alors disposer de leur propre organisme régional.

Planification de l'urbanisme

Depuis la création de la D.G.P. et la remise du rapport de la C.P.U., le M.A.M. a donné le départ à la planification de l'urbanisme au Québec et à l'élaboration de nouvelles politiques d'urbanisme qui devraient permettre graduellement aux municipalités de se donner une instrumentation de planification physico-spatiale, compatible tant avec les exigences qu'avec les possibilités de l'évolution présente, instrumentation qui devrait graduellement, toujours, permettre aux édiles et administrateurs locaux de prendre, dans le domaine, des décisions de plus en plus rationnelles.

Voici rapidement exprimés les rôles que l'Etat devrait se donner pour mener à bonne fin cette planification de l'urbanisme:

- coordonner l'ensemble des projets d'implantation des équipements du gouvernement sur le territoire de la province, ces projets étant considérés comme étant déterminants pour les plans d'urbanisme;
- déterminer des priorités géographiques c'est-à-dire des centres où les plans d'urbanisme devraient être préparés de façon prioritaire (métropoles régionales, centres de service, centres voyant leur développement s'accélérer par suite d'une implantation industrielle ou d'un équipement public);
- coordonner et contrôler les activités des gouvernements locaux dans le domaine de l'urbanisme;
- rôle de suppléance quand un gouvernement local, pour une raison ou pour une autre, est incapable d'assumer ses responsabilités et ses obligations dans le domaine de l'urbanisme;
- normaliser la préparation des plans d'urbanisme;
- préparer et susciter la préparation des instruments que les gouvernements locaux pourront utiliser dans la préparation des plans d'urbanisme;
- coordonner et susciter la recherche dans le domaine de l'urbanisme.

Conclusion

En somme, les lignes directrices que nous venons rapidement d'esquisser pourraient permettre un double mouvement d'aller et retour au niveau de la définition des objectifs:

- d'une part, l'Etat québecois trace les grandes lignes du développement et de l'aménagement de l'espace national à partir d'une vision d'objectifs plus globaux mais en les régionalisant;
- d'autre part, les municipalités restructurées participent à la discussion des lignes de développement et d'aménagement à partir des besoins ressentis localement.

Un palier privilégié, à notre avis, de rencontre, de discussion, d'arbitrage doit s'établir au niveau régional. Ce niveau régional revêt la double dimension de l'action du gouvernement qui doit être régionalisée au niveau des ministères et qui doit être concertée et de l'action des municipalités qui établissent une solidarité régionale pour véhiculer les objectifs mais étudiés, vus et choisis au niveau de la région.

NEIGHBOURHOOD DEVELOPMENT IN

STATEMENT OF SOCIAL PLANNING COUNCIL

Reproduced below are excerpts from a statement of policy developed by the Social Planning Council of Calgary which was transmitted to us by Mr. I. Walker, its Executive Director.

Citizen participation in community affairs is acknowledged as being one of the fundamental requisites for maintaining and enhancing a democratic way of life. Yet, year by year, citizen participation in decision-making and action on matters of concern to him has given way to the decision-making and action by larger, increasingly remote organizations. Specialists and professionals more and more determine what the needs, concerns, and interests of the citizens are and prescribe and implement the solution. The layman has diminishing self-confidence in knowing what is "good for his community". He has become more and more shackled by feelings of helplessness, dwarfdom and futility.

Citizens in neighbourhoods have increasingly been deprived of the challenges and development of their initiative, generosity, resourcefulness and imagination to consort with their neighbours, in identifying and acting on those things well within their capacities. Further, their prospects of influencing, in concert with their neighbours, decisions which will have a real bearing on their lives have become less and less.

THE PRIMARY AIM OF THIS STATEMENT, THEREFORE, IS TO ENSURE THAT EFFORTS ARE MADE TO RESTORE TO THE INDIVIDUAL IN HIS NEIGHBOURHOOD THE CONFIDENCE, AND OPPORTUNITY FOR A FULLER INVOLVEMENT IN DETERMINING THE KIND OF PERSONAL, SOCIAL AND PHYSICAL ENVIRONMENT HE WISHES. WE BELIEVE THIS WILL CONTRIBUTE TO COMMUNITY STRENGTH AND COHESION.

By citizen participation we mean the involvement of citizens in determining their needs, interests and concerns collectively and engaging in decision-making and action on those concerns. Such citizen concerns may be primarily related to neighbourhood concerns or may be related to broad city-wide concerns. We are not talking about pseudo-participation which is consultation with citizens regarding pre-determined programs and plans.

By community development we mean a process to restore to the citizen the confidence, know-how, motivation and opportunity to plan and organize collectively; to identify needs, concerns, problems and ideas; and ultimately to make collective decisions and take collective action.

There has been considerable discussion regarding the concept of community development with particular reference to the way in which the community development approach can be taken to a neighbourhood. There appear to be two major approaches:

(a) The delivery of a pre-determined program to the neighbourhood followed by the attempt to involve citizens around that program (e.g. neighbourhood centres);

or

(b) The operating in neighbourhoods of Community Development workers with knowledge, skills and understanding of motivation, organization and techniques to assist in the mobilization of the neighbourhood for participation, organization and action.

By neighbourhood we are not referring to a strictly defined geographical entity but rather to individuals and identifiable formal and informal groupings who have a sense of identification or belonging to a particular neighbourhood locale.

(a) Neighbourhoods are meaningful entities as identifiable groupings of individuals who have certain needs, concerns, problems and ideas in common.

(b) Neighbourhoods are appropriate entities in which identification can take place by neighbours of their mutual needs, concerns, problems and ideas.

(c) Neighbourhoods are also appropriate entities for deciding how to take collective action on these mutual needs, concerns, problems and ideas.

(d) Neighbourhoods are an important and desirable entity in which broad citizen participation can and should take place.

A number of reports, proposals and political announcements have made reference to the concept of citizen participation without spelling out how such participation is to be achieved:

(a) White Paper on Human Resources – Government of Alberta

(b) The Concept of the Just Society – Government of Canada

(c) Alberta Mental Health Study (Blair Report).

In addition, a number of existing or planned proposals make reference to the "social problems" that exist in our community and suggest that decentralization of services (i.e. taking the services to where the people live) is necessary to solve these "social problems":

(a) Decentralization of Municipal Government services (particularly health, recreation and welfare services).

(b) Wheeler-Wharf Counselling Report suggests the establishment by the City of Calgary of Neighbourhood Centres.

(c) Community School concept, initiated by the School Board. (Particularly in relation to the attempt to provide special services as a link from the local school to the local community.)

Finally, there are numerous attempts being made in our major urban centres to strive for greater citizen participation through our political structures.

The proposed stages toward neighbourhood development should be as follows:

CALGARY

Une Déclaration de Principes préparée par le Conseil de Planification Sociale de la Ville de Calgary sur le développement des quartiers dans le milieu urbain.

STAGE I

The first goal for initiating activities for neighbourhood development must be a period of discussion, and exploration with existing neighbourhood groups, neighbourhood institutions and individuals about their interest, concern and desire for a planned approach to neighbourhood development and organization. Also this process would aim to determine the citizen's views and commitments to the initiation, participation and planning for such a development. Another area of concentration would be to carry out discussions with broad community services, organizations and interested groups to gain their interest and support in cooperating with such an undertaking. Some activities in respect to achieving this first goal would include:

(a) Speaking engagements, panel discussions, etc., with existing local neighbourhood organizations and institutions.

(b) Contacts with identified neighbourhood leaders and individuals.

(c) Use of press, radio and TV to stimulate discussions and debate and to provide information to individuals and groups.

(d) Discussion with broad community organizations, institutions and services.

STAGE II

In the event of a positive response to the idea of neighbourhood development, steps toward Stage II would then be undertaken for neighbourhoods to plan and organize toward identifying their collective needs, concerns, problems and ideas and determine their course of action to solve these concerns.

STAGE III

Decisions on the structure and organization for Stage III must not be pre-determined, but appropriately must evolve from neighbourhood development. The neighbourhood must first develop its strengths, capacities and vehicles for expression in order to play a major role in determining its future directions. This will be a co-ordinated effort of citizen participation with public policy and private action.

Once the neighbourhood has created organizational vehicles for concerted decision-making and action, the neighbourhood will determine the kinds of structures and staffing required for their ongoing development. Staffing may take many forms from neighbourhoods employing their own staff to utilizing the staff resources of broad community organizations such as the City Recreation Department. The organizational vehicles may be developed through existing groups such as Community Associations if the neighbourhoods deem this to be appropriate.

It is our belief that the decentralization of services in no way guarantees broad citizen participation. In our view the community should organize itself in order to then take action on matters such as the decentralization of services. We believe therefore:

THE PRIMARY TASK OF THE LARGER COMMUNITY IS TO PROVIDE THE PERSONNEL FOR NEIGHBOURHOOD DEVELOPMENT BUT ONLY TO THE POINT WHERE THE NEIGHBOURHOOD IS SUFFICIENTLY ORGANIZED TO BE ABLE TO OBTAIN ITS OWN RESOURCES.

OFFICE DU PLAN – QUEBEC

At the Quebec Divisional meeting held in Chicoutimi, Mr. Arthur Tremblay, Director of the Office de Planification et de Développement Economique et Social du Québec, gave an enlightening description of the status, composition, responsibilities and methods of operation of his Office. From what was first established as a purely consultative body, has emerged a planning agency with actual development responsibilities and which under the new Quebec Government reports directly to the Premier.

Statut

Contrairement au Conseil d'Orientation Economique purement consultatif, l'Office est une agence corporative à laquelle est confiée non seulement une responsabilité de planification, mais à qui le lieutenant-gouverneur en conseil peut déléguer des mandats d'exécution et de développement. L'Office s'est déjà vu attribuer de tels mandats dans l'opération de relocalisation des paroisses nationales en Gaspésie et dans l'aménagement et la gestion du complexe scientifique de Ste-Foy.

Composition

La composition de l'ancien Conseil d'Orientation Economique incluait uniquement des membres empruntés aux milieux extérieurs, tels que Syndicats, milieux des affaires avec à titre de membres adjoints cinq sous-ministres et le Président de l'Hydro Québec. L'Office tel que composé aujourd'hui réunit avec son Président cinq sous-ministres et le milieu extérieur sera représenté dans le nouveau conseil lorsqu'il aura été reconstitué et agira à titre consultatif auprès de l'Office. De plus, l'Office comprend une Commission interministérielle de planification et développement qui réunit tous les sous-ministres québecois. En plus du bureau du Président et de ses adjoints immédiats, l'Office s'est constitué un atelier composé des directeurs-généraux de planification de chaque ministère qui font officiellement ainsi partie du personnel de l'Office.

Responsabilités

On voit que par son statut et sa composition, l'Office s'inscrit au coeur de l'administration gouvernementale et qu'il devient un instrument privilégié de concertation inter-ministérielle. L'Office a donc pour responsabilité principale la rationalisation et la planification de toutes les actions gouvernementales qui doivent être posées par les divers ministères. Ce mandat imposant reste pourtant plus réaliste et modeste que celui attribué au Conseil d'Orientation Economique puisque l'Office limite son action et ses responsabilités à la planification des actions gouvernementales plutôt qu'à l'ensemble des activités économiques et sociales de la province.

Méthodes de Travail

M. Tremblay expliqua que l'Office même s'il a des pouvoirs directs pour la planification et le développement a adopté des méthodes de travail qui en sont exclusivement de concertation. L'Office ne créera pas une immense équipe de chercheurs. Il cherchera cependant à stimuler dans les divers ministères une planification concertée et des études en profondeur. La structure de l'Office est légère et conçue en fonction de responsabilités d'animation auprès des ministères et fondée sur le principe de mobilité du personnel entre les fonctionnaires responsables à l'Office et les fonctionnaires responsables au niveau opérationnel dans chaque secteur. Au plan de la recherche, l'Office se consacrera plus particulièrement à définir les grandes variables économiques et sociales dont doit tenir compte la définition des politiques d'aménagement et de développement au plan économique et social. Au niveau des méthodes de travail, l'Office n'est donc pas un super-ministère, mais bien un agent d'animation et de concertation entre tous les ministères.

C'est en fonction de ces responsabilités et en rapport avec ces méthodes de travail que l'efficacité et le succès du fonctionnement de l'Office de Planification et de Développement Economique et Social du Québec devront être évalués.

ENCOUNTER IN HALIFAX

The very significant experience of the population of the Halifax-Dartmouth metropolitan area in a new form of public discussion and participation, stimulated by voluntary confrontation with "outsiders", which was developed in this "Encounter on Urban Environment" has received wide coverage. The quotations reproduced below and attributed to various members of the Encounter team of urban specialists are taken from the transcript of the final session prepared by the Chairman of the Voluntary Planning Board, Mr. A. R. Harrington.

JOE SCANLON
Carleton University

We talked a lot about the political process. I think perhaps we have used the phrase without defining it, but I think you should understand that the political process involves action by individuals; it involves action by groups, pressure groups. It involves action by larger groups known as political parties. Obviously many of you in this community, because you are armed forces personnel or federal or provincial civil servants, feel that you cannot participate actively in the party process. This does not mean that you cannot participate in the overall political process. The approach that perhaps has exacerbated some of you is an approach believing that in a democratic society, true understanding is achieved by debate. A serious debate, a funny debate, the kind of debate that Dr. Higgins talked about last night. That inevitably leads to real clashes of personality. It seems to me that there is nothing wrong with this as long as both sides understand the clash of debate, the thrust and vigor of vigorously spirited competition with language, can be a very rewarding and educational experience.

One of the problems of communications is the ability to estimate responsibility. It is of no use to make a long appeal, for example, to me to do something about, shall we say, planning in Sydney, Nova Scotia, because I have no impact on planning in Sydney, Nova Scotia. You have to know who is responsible. I feel very strongly that the viewpoint that I had before I came here, that I haven't changed, is true; that in many Canadian communities and indeed in other parts of the world, we've built such a complicated system of government structure of overlapping jurisdiction with relatively independent boards and commissions, that even if you are concerned you don't know where to go. I must say that I rather share Dr. Higgins' viewpoint that one of the things you must do is attempt to eliminate as many of these irresponsible bodies — I use that in a political context, the Canadian traditional sense, the bodies that are not elected and thus are less responsible to the people — and as many of the overlapping bodies as we can.

KONRAD STUONICKI - GIZBERT
York University

I would suggest that Halifax possibly is one of the Canadian cities which should qualify for some federal experimental aid in developing a decent transport system as a model of what would work. Some of the experiments could be tried here which couldn't be tried anywhere else. Not only a mixed system, private car and bus, but also a "beast" which has never been known except for a very short period of time in North America, namely the mini-bus. People are now talking about this and trying to re-introduce it. It flourishes in many other countries in the world under all sorts of beautiful names, Zhitny, Citny, Dolmusch, etc. What it really means is a small bus, owner-operated, and our engineers now want it to be computer-operated. Anyway, what I am suggesting is that it would not be idiotic to think that this community could become an experimental community and its experiments would be of benefit to the country as a whole to make some sense of the urban transport. The important thing is, you cannot plan industry, housing, even welfare services, and transport in completely different compartments.

SCOTT GREER
Northwestern University

Mr. Wedderburn tells us that you have a certain subsidy for economic enterprises which is called social disturbance subsidy. But you have nothing like this for individuals who are certainly socially disturbed by what is requisite to the maintenance and the growth of the metropolitan area. I am not saying that I know what would be an equitable way of handling this problem, and certainly, in the United States and Great Britain as well as in Canada, we do not have much of a policy about it. But it is certainly true that the weakest, the most helpless parts of the population should not have to pay the overhead costs for economic expansion and growth in a society and that is exactly what they do now.

We have got to think about the question of who should subsidize social change in this society.

ED LOGUE
N.Y. State Urban Development Corp.

You can take whatever comfort you like, and I don't think it is very much, in that all over North America the organizational structure for physical planning and implementation is in absolute chaos. I can tell you with some genuine experience and authority that there is not a single American city that is properly organized to take care of itself or its future. You in Nova Scotia and the metropolitan area and here in Halifax are no better. You have fallen into the same traps that every other society has fallen into. You have working committees, you have coordination efforts. The coordination as one or two of my colleagues have said, is no substitute for administration. In case you don't think that point makes a difference, there is a place, at least one in the world that you can visit and see that it does. I would suggest that if you look at Stockholm and stay there a bit and wander around the city and look at the suburbs, understand how they came to be that way, that you will see a society which has systemized in a rational way its approach to itself and made what I consider the most handsome urban environment in a total sense.

Finally, there is an obverse to the matter of citizen participation, not an alternative but an obverse. That is the matter of leadership. We have not heard this week very much about leadership. We have heard a great deal about citizen participation. We have heard a great deal about dissatisfaction and quite a few interesting and exciting ideas. But very little about where the leadership is to come from. Now, I am totally unqualified to suggest where it should come from. I don't know that much about your party structures to know whether it can come within the existing government of some other government that might conceivably get elected. I don't know. But the program, the resources, the structure and the staff are meaningless unless there is someone who is willing, or some group that is willing, to assume responsibility for leadership in major social change.

La Région métropolitaine Halifax-Dartmouth vécut cette année une expérience unique de participation et discussion au sein de la population en ayant volontairement recours à une technique de confrontation avec un groupe d'experts et urbanistes venus de l'extérieur pour porter un diagnostic clinique parfois très dur sur les problèmes de la région. Nous reproduisons ici quelques extraits attribués à certains membres du groupe, tirés du procès-verbal de la session finale de l'expérience "Encounter".

DAVID KIRKBRIDE
Canadian Industries Ltd.

To capitalize on the assets and achieve the potential of this area, I believe there must be a complete plan for the development of Nova Scotia. It isn't good enough to have individual plans, there must be a complete plan that recognizes the good of the whole area and specifically the place of the metropolitan area within Nova Scotia. The plan must be accepted and believed in by the provincial, city and municipal jurisdictions, and it must be accepted by the people and the business community. This is not going to be easy to achieve, but it is very important. I've been very encouraged while I have been here by what I've seen of the attitudes and the interest and the knowledge of the planners who are working in the area. I've been particularly impressed by the business-like basic approach being taken in the planning for the province and by the sophistication and the thinking and the methods being used. I believe it's specially significant that one of the most advanced management techniques being used by some of the advanced businesses today, is being employed by your planners. This is commonly called participative management. Here the manager attempts to involve people who are actually going to carry out things in the thinking and in the planning because they're part of it. When they come to carry it out they do it fully. Encounter is the process of involving the people in the community in the thinking and the planning of what you will want to do in this province.

MARTIN REIN
London Centre of Environmental Studies

It does seem to me that you have here a political culture which tends to inspire indifference, caution, and, to some extent, fear as well. Any generalization like that obviously must have reservations, but I expect that the reservations should be put in important footnotes, lest the thrust of the argument be lost. Now while one of the processes tends to create this political culture, in some respects one is struck by the way in which economy and culture each reinforce each other to produce this political culture. You have an economy of scarcity. You have an economy which is based on a set of occupations which essentially tend to be noncolligual and hierarchical, and the occupations which are strongest in this community — medicine, your bureaucracy government and the military — all reinforce this sense of hierarchy. And certainly your cultural, religious and historical legacy reinforce authority and support this sense of hierarchy. Now it seems to me that the outcome of this set of economic and cultural forces is to produce a climate in which there is a reduction of personal freedom. It makes reasonable sense to me to have as one of your important social objectives an economic and social policy which expands personal freedom and encourages individual initiative within the framework of free expression.

I expect that when tax concessions and all the forms of direct and indirect subsidies are aggregated together, they would certainly show that these subsidies are probably very unequally distributed and that the major beneficiaries are the middle and upper income groups in this community and not the poor. Now if that's right and you can provide the factual information to cogently demonstrate that, then you have the basis for an argument for redistributing the subsidies in such a fashion so that they are more equitable and that they don't "do it" to low income individuals, while at the same time they can serve the social objective of promoting and stimulating growth as well.

I think that the framework of thought for combining your social and economic planning can be developed roughly along these lines. Less attention in this community and other communities has been devoted to ways in which you can combine economic and social planning, and that was the thrust for the argument.

FRANK STEGGERT
Georgia State University

I want to suggest that you must do this; you really have no alternative, but that I don't want you to believe that this is all you must or need to do. The probability is that any significant urban problem strategy that you might attempt will have a higher pay-off potential if you can really develop a dual strategy, one which will not only pay attention to the very well articulated demands of visibly organized groups, but one which is likely to be compatible with the generalized wants of the broader community. If you don't do this then you do have a great silent majority who really don't see too much to get excited about. The only alternative, then is simply to wait until enough people are hurting badly enough that they want to get involved. That's the hard way to do it.

HENRY HICKS
President
Dalhousie University

The important thing is no team of experts from outside is going to offer any permanence or is going to arrange any permanent solution for our problems. So we must, the citizens of this community, pick up the baton where the Encounter team leaves it when they go away. The question of involvement by local people in the continuous appraisal and re-appraisal of our own situation is an extremely important one. Appraisal of our resources including our human resources, which means of course, the development of those which constitute our assets including education for our human resources, and all this sort of thing, is a task that in any reasonable period of time is only going to be done by the people of this region themselves and only with the assistance which is appropriate to any community or group of communities in this country.

Mayor O'Brien
Halifax

We have an opportunity to take advantage and not permit the rising expectations that come from such talk to be disappointed and hence cause further tensions. All of us as citizens and as members of various parts of the establishment have some responsibility. We appreciate having been wakened up and a fresh look taken at us with the help of outsiders who can do that sometimes better than insiders. Thank you.

C.W.C.'s BRIEF ON HOUSING

The Housing Consultative Committee of the Canadian Welfare Council recently presented its first brief to the federal Minister Responsible for Housing, the Honourable R. Andras.

The Committee was led by its Chairman, Professor Alex Murray of York University, who is also a member of the Council of the Ontario Division of C.P.A.C.

Following are some of the main points of the Brief:

- *Even a guaranteed income large enough to wipe out officially defined poverty will not provide sufficient funds to enable most low-income people to get decent housing.*
- *Spending on housing subsidies must be vastly increased if all are to be well housed. (All levels of government spent only $20.9 million on public housing subsidies in 1969; the federal contribution of 60 cents per capita compares unfavourably with other subsidies, such as $6.20 for dairy products.)*
- *Lands now in the hands of the Crown or its agents should never be resold. This would apply particularly to urban renewal and land assembly areas.*
- *The federal government should introduce a combined program of grants and low-interest loans in 1970 to enable landlords, owner-occupiers, non-profit groups and co-operatives to turn old houses into new homes.*
- *Public housing has so far been the one program that has provided direct help to low-income people. But new subsidy programs are required, e.g., 1) a general housing allowance which directs assistance to selected categories of families and individuals rather than building structures; 2) a rent supplement program for low-income residents of non-profit and co-operative housing; 3) subsidized interest rates to support home ownership for low-income families.*
- *All government agencies should review their housing and planning policies to ensure the maximum participation of those affected. 1) There should be grants to neighbourhood improvement organizations, so that the citizens, who know the area best, can plan for their areas. 2) Low-income people should be given every incentive to participate in the design and development process themselves. 3) Tenant management should be fostered by public programs; governments should ensure that large housing developments under their jurisdiction are managed by tenant committees.*

OBITUARY

John Stewart Heke, on May 31, 1970, at his residence in Winnipeg. Employed with Investors Syndicate for 23 years, Mr. Heke is survived by his wife Bettie, three sons, Gary, John and Barry, and one daughter, Diane.

Until the end of 1969 John Heke was chairman of the Manitoba Division of the Community Planning Association and a member of the Association's National Council.

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A slight increase in registration fees was necessary as the Conference has been extended from three to four days this year.

Program and Registration Forms have been mailed to members and can be obtained on request from National Office and Divisional Offices.

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THE TELEGRAM
Toronto
Saturday, May 9, 1970.

MUNICIPAL AFFAIRS MINISTER DARCY McKEOUGH YESTERDAY TOLD THE COMMUNITY PLANNING ASSOCIATION, ONTARIO DIVISION:

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